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THE NATIONAL PHYSICAL FITNESS ACT OF CANADA, 1943 - 1954.

by

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A THESIS
SUBMITTED TO THE FACULTY OF GRADUATE STUDIES
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EDMONTON, ALBERTA
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THE UNIVERSITY OF ALBERTA

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled THE NATIONAL PHYSICAL FITNESS ACT OF CANADA, 1943-1954 submitted by LORNE W. SAWULA in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

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Date..January 28, 1977

DEDICATION

I would like to dedicate this thesis to Ian Eisenhardt, Doris Plewes and other members of the National Physical Fitness Council.

> "One is never too old to play
> When one stops playing - one is
> too old."
>
> I. Eisenhardt

ABSTRACT

The purpose of this study was through historical analysis to examine the National Physical Fitness Act between the years 1943 and 1954 and ascertain what accomplishments were achieved through the Act. Sources were mainly primary as there were no detailed secondary sources available. Those included were the correspondence files of the National Council of Physical Fitness, the Division of Physical Fitness, and the Department of National Health and Welfare. Professional periodicals, government reports, convention publications, minutes, newspapers, magazines and interviews were also used.

The National Physical Fitness Act through the direction of its Council and the Division was able to broaden the meaning associated with the concept of fitness. Fitness during the early period of the Act was mainly concerned with the physical; by the end of the period during which the Act was operative, the Council was able to show that the physical was only one aspect of a total concept of fitness. Fitness became an important segment under the umbrella of sport, physical education and recreation.

The leaders of the Council had an extremely difficult task. Faced with lack of direction because

of the structure of the Act, the Council was not able to achieve its full potential. During most of the Act's existence Council leaders were in confrontation with the Minister of Welfare and his Deputy Minister.

The accomplishments under the Act were part of its history. The Act was the foundation piece of legislation for the Federal government, the building block upon which later pieces of legislation were considered and put into practice. Its partial failures and later total failure were somewhat responsible for future federal involvement. One of the more important accomplishments was the federal government's eventual adoption of sport and recreation. The Act was responsible for the recognition of sport, physical education and recreation by the provinces. Before 1944 only British Columbia and Alberta had programmes; by the end of the Act, all provinces were involved. Finally, the Act helped to institute changes in physical education curriculums at the university and school levels. Leadership training programmes, physical education degrees, the formation of the Canadian Sports Advisory Council, and the gathering of sport and cultural organizations at conventions were also end results of the Council's efforts.

The Division of Physical Fitness was responsible

for the distribution of many publications into the provinces. This proved to be extremely useful as it allowed some of the Council's efforts to become reality.

ACKNOWLEDGEMENT

I would like to thank Dr. Peter Lindsay, Dr. Gerry Glassford and Dr. Gerald Redmond for helping me with this thesis. Dr. Lindsay was instrumental in getting me started on my topic. His assistance will only be seen in future years as his thinking helped to shape me personally. Dr. Glassford was extremely useful to me because of his tremendous energy and unlimited ideas. My greatest aid came from my final advisor, Dr. Redmond. His scholarly attitude and personal friendship was all important to me in finishing this thesis.

I would like to remember Dr. Sandy Young of Dalhousie University, who's wit spurred me on.

Finally, Ian Eisenhardt and Doris Plewes were both extremely valuable for allowing me to communicate with them.

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CHAPTER I

INTRODUCTION

> A nation's way of spending its leisure hours is not a matter of chance; it is the inevitable outcome of the character and occupations of its people. In our leisure hours we are most ourselves, and so our leisure occupations are woven, warp and woof, from our history, national characteristics, climatic and geographic conditions and the earning of our bread. It is dictated by our way of life - not only by ours, but by that of our ancestors.[1]

Canada has had a short life span when you compare its history to that of any European country. Her heritage really begins with Cartier's first voyage in 1534. For some three hundred years following Cartier's voyage, her advancement was continued at a slow pace. Geography, climate, the native peoples, and a lack of population and technology kept Canadian society in the survival stages. Throughout this period survival depended upon the physical condition of the habitant. De Mont's settlement at Annapolis Royal in 1606 and the creation of the "Order of Good Cheer" by Champlain were the beginning of a total concept of fitness for

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[1] Bowie, W. (Chairman). "Recreation and Leisure Time Services in Canada." Ottawa: The Canadian Welfare Council, 1936, p. 2.

living a healthy life.[2] Even at this time and for two hundred years after, nutrition and physical conditioning were recognized as the two most important aspects for survival. The surrender of French Canada in 1759 marked the end of war between the English and the French. Provisions were begun for agricultural and industrial improvement for the inhabitants. Gradually, through a large influx of British immigrants in the 1840's, a population base was developed which could accommodate the advancements in technology that were taking place in the New World. Technology and the industrial revolution brought a new era to Canada. It became truly a "Canada" when Confederation occurred in 1867.

During this initial period of three hundred years physical fitness was needed for survival.[3] After Confederation advancement in technology meant that the inhabitants of Canada had an easier life. The pneumatic tire, bicycle, steam boat and steam engine changed life completely. Eventually, the motor-car was to have a tremendous effect. The hardness and survival qualities

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[2]Parkman, F. Pioneers of France in the New World. New York: Charles Scribner's Sons. 1915, p. 91.

[3]Sawula, L. "Notes on the Strathcona Trust." Canadian Journal of History of Sport and Physical Education. Vol. I, No. 1, pp. 45-64.

of living were lessened. The Canadian emerged from this period of growth with a choice of life styles that did not incorporate the once important physical qualities that were needed for existence.

The first real national attempt to recognize this problem was the creation of the Strathcona Trust by Donald Smith and Robert Borden.[4] Donald Smith, or Lord Strathcona as he was later known, donated $500,000.00 which was put into a Trust Fund. This fund yielded 4% annually and was divided among the provinces on a population basis. The purpose of this Fund as designated by Borden and Strathcona, was to start the "practice of physical training and military drill in all public schools."[5] This was the first nation-wide plan pertinent to physical fitness that was ever offered in Canada. It was not a Legislative Act, although it was accepted by Parliament, but a trust created by Lord Strathcona's donation and supervised by the Department of Militia. Physical training became training for the military. A major result of the Department of Militia and the Strathcona Trust, was the creation of three syllabi for the Canadian school system,

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[4]Metcalfe, A. "The Form and Function of Physical Activity in New France, 1534-1759." Canadian Journal of History of Sport and Physical Education. Vol. I, No. 1, pp. 45-64.

[5]Strathcona Papers. Letter to the Premiers of the Provinces. (N.A.-M.G. 29, D.14, Vol. 24 Additional). January 29, 1909.

the last being in 1933.[6] All three were heavily biased toward the military dimension of physical activity although the third syllabus did show some changes with the addition of a games program.

World War I was the first really significant test of the physical fitness level of Canadian youth. Despite the fact that Canadians served abroad with a zeal that astounded the world, many of her men proved through medical examinations to be in an unfit physical condition for anything as strenuous as war. While this fact produced a temporary national concern, it was soon forgotten as the War drew to an end. After the war, little concern was given to projects that would increase the physical fitness level of Canadians. The Young Men's and Women's Christian Associations, Girl Guides and Boy Scouts were the centres of youth movements.[7] The Amateur Athletic Union of Canada was the main organization that was concerned with competitive sport and its athletes.[8] Spectator sports had become established in football, hockey and baseball.[9] Unfortunately, none of these organizations and movements had the voice of all the people. Physical Education was still a tentative

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[6] Sawula, L. op.cit., pp. 52-62.

[7] Bowie, W. op.cit., pp. 52-62.

[8] Ibid., pp. 64-65.

[9] Jones, K. "Sport in Canada, 1900-1920". (Unpublished Thesis, University of Alberta), Spring, 1970.

part of the school programme. During this time the Depression occurred.

The Depression in the 1930's had many long lasting effects in Canada. Probably the lack of proper nutrition, built up over a generation, and enforced idleness, caused by lack of work, left Canadian youths in poor physical condition. British Columbia was the only Canadian province to recognize and respond to the need for increased Canadian fitness through its Recreation Programme begun in 1932. The Second World War then showed that Canadians were physically embarrassed. Parliament was astounded to learn that almost fifty per cent of Canadian youths were rejected from the armed services due to medical reasons, a major component of which was poor physical condition.[10]

Internationally, recognition of the importance of physical fitness came at about the same period. Some countries like Germany, Czechoslovakia, Denmark and Sweden had recognized the importance of a strong youth programme earlier than Canada. Britain was the first Commonwealth country to pass a Physical Fitness Act in 1936. New Zealand and Australia soon followed. Added impetus for Canada's plan came in 1941 when the United States passed a Physical Fitness-oriented Bill. Canada officially

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[10]House of Commons Debates. November 5, 1941, p. 4100.

recognized the problem in 1943 when it passed the National Physical Fitness Act.[11]

Physical fitness had become a concern of most nations. The conceptual understanding denoted by a term such as "physical fitness" shifts with time but in general it has been used as an umbrella term to include overlapping areas which play a part in the total concept of fitness. Sport, physical education and recreation were the overlapping areas which developed the umbrella of fitness. In Canada the concept of physical fitness was the initial step from which total fitness grew.

The NPFA represented a reaction of some members in society to correct a fault in Canadian youths. This Act was the first of its kind to be passed by the Canadian Legislature. In this way it became a foundation from which new legislation developed in the future.

When the Act was repealed in 1954, Government[12] officials remarked that the "federal government was unwise to have entered this field in 1944 by way of financial aid to the provinces."[13] Comments related during its repeal

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[11]The National Physical Fitness Act will be referred to as the NPFA or Act in this thesis.

[12]Government will refer to the Federal government.

[13]Memorandum to the Cabinet from Paul Martin, Minister. May, 1954 (N.A. - Box 526451, File No. 210-8-1, Vol. 1).

gave the impression that the Act had been worthless and had accomplished very little in its ten years of existence. Is it possible that an Act which had produced an active National Council of Physical Fitness[14], could have been without value? Were there spin-off values that can be determined through historical research? Howell and Cosentino, who only briefly examined the NPFA, wrote that it "...was to have a profound effect on physical education throughout the country."[15] Which view is correct? Even if one belief sounds more plausible than the other, why should it sound this way?

The National Physical Fitness Act has never been examined in detail. What was its purpose? What were its goals? If it failed, why did it fail? These and many more questions remain to be investigated.

The purpose of this study was through historical analysis to examine the National Physical Fitness Act between the years 1943 and 1954 and ascertain what accomplishments, if any, were made by the Act. These limiting dates have been used because they form the natural boundaries of the creation and repeal, through parliamentary procedures of the Act itself.

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[14]National Council of Physical Fitness will be referred to as NCPF.

[15]Cosentino, F. and Howell, M.L. A History of Physical Education in Canada. Toronto: General Publishing Company, Limited, 1971, p. 45.

CHAPTER II

BACKGROUND TO THE NATIONAL PHYSICAL FITNESS ACT

The initial assent for the NPFA was given by Parliament on July 24, 1943 (Chapter 29 of the Statutes of 1943). The NPFA came into force by proclamation on October 1st, 1943; and by Orders in Council P.C. 509 dated February 15, 1944 and P.C. 1394 dated March 2, 1944.[1]

Although the proclamation date of October 1st made the NPFA a reality, it had its roots much earlier in history. Despite the fact that the NPFA was designed as an emergency measure, initially it was part of J.J. Heagerty's comprehensive national scheme of social insurance for the country.[2] This scheme and others such as the Dominion Youth Training Programme and the Unemployment and Agricultural Assistance Act shaped the design of the NPFA. The greatest influence upon the design of the NPFA appeared to come from the Provincial Recreation Movement (frequently abbreviated to the "Pro-Rec" movement) of British Columbia and also from the League of Nations. Certain episodes like the Depression and World War II were immediate events

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[1] Annual Report. Department of Pensions and National Health, 1943-44, p. 68.

[2] Speech From The Throne. January 28, 1943.

that fostered the birth of the NPFA.

One of the leaders in the recognition of the value of physical fitness was British Columbia. This province initiated the physical education and recreation movement which later became known as the "Pro-Rec" movement. In 1934, the Honourable G.M. Weir, Minister of Education, on behalf of the Pattullo Government, announced the formation of public physical fitness and recreational programmes for the province.[3] Centres for physical training were set up throughout the province.[4] Initially, they were centred around the Vancouver area, but later, centres were created throughout the province. Ian Eisenhardt, a former Vancouver playground leader, became its first director.

Eisenhardt was to have an important part in the formation and execution of the NPFA. During his years in British Columbia he formulated many ideas related to physical fitness. Some of these ideas were later to be expanded upon and redesigned throughout the provinces of Canada. Later he went on to become the first National Director of the National Council on Physical Fitness.[5]

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[3] Sixty-Fourth Annual Report of the Public School of the Province of British Columbia, 1934-35, pp. 75-76.

[4] Vancouver Sun, August 12, 1937, p. 12.

[5] Eisenhardt was appointed on February 15, 1944 and resigned on October 1, 1946. In this thesis "Council" or "NCPF" will be the abbreviation used to mean the National Council on Physical Fitness.

The Depression forced the Government of British Columbia into an awkward position. As in all provinces, jobs were scarce and difficult to obtain, thereby producing a large population of transients who sought out employment. Vancouver, the largest city in the province, was situated in an area where the climate, even in winter, was quite tolerant. This balmy climate drew the transient unemployed. By the thousands they flocked to Vancouver often by illegally riding on the freight trains of the CNR and CPR. "Riding the rails" was the single most common form of travel during the 1930's. Men, young and old, criss-crossed the country in box cars or slung on the thin tie rods under the deck of the railcars. Throughout the prairies it was common not to allow these rail-riders to get off during CPR stops in Alberta and Saskatchewan. People in these communities did not want "extra" job hunters around. If they stayed, most of these people would have required unemployment relief of some sort. This resulted in a large number of people arriving in Vancouver.

The B.C. Provincial Government recognized this unemployment as a major problem. The aims and objectives of the original "Pro-Rec" plan were designed to protect the younger generations of British Columbia from the degenerating effects caused by enforced idleness. The government also hoped that the programme would build up the morale and character of the individual, based on a sound physical

programme.[6] In effect, the Government wanted its unemployed doing something physical rather than doing nothing at all.

At first 19 centres were established in and around Vancouver. This plan worked because the school boards gave full approval to the programme. Full approval included the use of its facilities. Many other agencies such as the Young Men's Christian Association (YMCA), Young Women's Christian Association (YWCA) and church clubs also joined in the movement and extended to the programme the use of their facilities as well. By March, 1935, over 3,000 men and women had joined in the programme.[7]

Originally this programme was mainly for unemployed youths, but as the programme progressed it was expanded to involve anyone over the age of 16, employed or unemployed. Another facet of the programme that made it popular was that it was free.[8] The bulk of the programme included individual and mass gymnastics. The programme for women included: keep fit exercises, folk, tap, elementary ballet and character dancing, ball games, rhythmics, tumbling, acrobatics, apparatus activities, group games and contests.

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[6] Sixty-Fourth Annual Report, op. cit., p. 75.

[7] Ibid.

[8] Ibid.

The men's programme involved games like volleyball, basketball, handball, wrestling, boxing, weight-lifting and tumbling and apparatus work. Men and women also participated in hiking, life saving, competitive sports, amateur concerts, films, displays, drama groups, public dances and other forms of social recreation.

To operate this programme, Eisenhardt enlisted the help of men and women playground directors. Most of these people had worked under him when he was in charge of Vancouver's playgrounds. Eisenhardt had found that there was a lack of trained personnel. So in order to operate a good programme he initiated training schools for his staff. Eisenhardt's background influenced his beliefs and ideas in physical education and recreation.

Born in Denmark (1906) and educated during his regular school years in Copenhagen, Eisenhardt went on to the Lycee Clemenceau in Nantes, France. Here he was allowed to experience new ideas and test his old ideas relating to physical education and sport. Physical fitness was a major focal point in the development of his ideas. He had graduated with a B.A. degree from the University of Rennes in 1927.[9] Later he returned and finished his

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[9] Rotary Whizz. Vol. XXVI, No. 43, Oct. 31, 1944, p. 1.

Bachelor of Commerce degree from Copenhagen.[10] During this time he was awarded several scholarships and travelled in France and Germany. In 1926 and 1927 he obtained a position coaching sport for the Club Olympique de Marseilles, and he was a member of its soccer team which won the French cup for 1926 and 1927.[11] This was just one example of his natural athletic abilities. He was also very competent in tennis, fencing, riding and boxing, as he demonstrated when he arrived in Vancouver in 1928.

Almost at once he became involved with Vancouver's playground programme, and later in 1952 he was offered the post as Supervisor of Recreation for the City of Vancouver.[12] He then submitted a proposal to the government for a provincial-wide physical fitness scheme. As

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[10] Scrapbook. "Ian Eisenhardt", Vol. III, p. 166. (N. A.).

[11] Ibid.

[12] Letter to the author from Eisenhardt, March 7, 1972.

"It was quite a shock for me, coming from a socialistic country, to face a country and people totally devoted to "private enterprise" and selfish beyond belief.

If it had not been a real emergency, created by the thousands of unemployed, who congregated in B.C. (mild climate), I doubt, if I ever would have been permitted to start the Pro-Rec.

There was no medicare, no unemployment insurance (only the dole) and when one spoke to influential people, they thought, that I should have my head examined for entertaining ideas such as "National Health Insurance", "Unemployment Insurance", "Day Care centres for children of working mothers", "Noonday-meals in schools", "Government assistance to Universities",..."

a result he was appointed Director for the province in 1934. His purpose was to implement his physical education and recreation scheme for British Columbia.

Realizing that to be successful, a public recreation scheme had to have quick appeal to the people, Eisenhardt built his Pro-Rec plan around a physical plan with "Gymnastics and Sports For All" as his motto. His major problems were to find competent workers, adequate facilities, suitable programmes, good equipment and great promotion. His staff, initially, came from 'Y' leaders and school teachers. These members were augmented by leaders trained at his Centre's Summer School. This centre for training leaders eventually attracted people from all over Western Canada. For facilities he used school and church gymnasia and local community halls.

In this programme Eisenhardt saw health, through the media of physical fitness, as being the key to life. As he said in 1937:

> I see no reason why, here in British Columbia, we cannot someday lead the Dominion of Canada in regard to health, and perhaps even the world.....Our beautiful hinterland induces hiking and camping trips, and as for human material - boys and girls, young adults - I do not hesitate to say that we have the best that could be found anywhere right here in the province. It is then, only a matter of bringing these two together - the human material and the recreational opportunities, so that a nation second to none may be molded.[13]

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[13] Vancouver Sun. August 12, 1937, p. 12.

By 1937 Eisenhardt was already dreaming of a national programme for Canada. Soon his dream would be provided with a stepping stone. The stepping stone was to be the creation of the Dominion Youth Training Programme.

Eisenhardt was Director of the programme in British Columbia from 1934-41. During this time he used his background involved with Danish gymnastics to introduce mass athletic displays into the Vancouver area. One of the biggest mass displays was held on March 22, 1935. Several thousand people came to watch 500 men and women take part.[14] Danish gymnastics provided a large portion of activity in the programme. Eisenhardt believed that gymnastics was one of the best ways to become physically fit.

By the end of 1939, the number of centres had risen from the original 19 to 166. 27,072 people had registered. 13,112 of these were unemployed. The total attendance in the centres was 359,761, representing a rise of 1200% from 1934. To provide instruction the number of staff employed had risen from 37 in 1934 to 143 in 1939. Other mass displays were held similar to the one given by 500 Pro-Rec members on May 29, 1939 at Hastings Park. 12,000 people

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[14] Sixty-Eighth Annual Report, 1938-39, op. cit., p. 80.

watched and marvelled at the exactness of the display.[15] Eisenhardt, during the 1938 programme, initiated the youth hostel movement in British Columbia.[16]

The programme of 1939 included much of the same activities but in addition new ideas were incorporated. These included open-air centres, swimming and life saving, summer school for instructors, youth hostelling, cooperation with The University of British Columbia for a recreational programme and drama.[17] In some cases the lack of regular sport equipment inspired some of his Pro-Rec leaders to eventually invent substitutes. "Goodminton" and "Gym Hockey" were examples on how these innovations were designed. They could be played in any kind of hall; the equipment was simple, inexpensive, and there was no restriction on the number of players.

During these years Eisenhardt's programme was well received in British Columbia and was beginning to receive recognition from both provincial and federal governments. The Premier of British Columbia, P.D. Pattullo, and the

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[15] Sixty-Ninth Annual Report, 1939-40, p. 89.

[16] J. Mathisen. "Progress Report for B.C." Minutes of the Second Meeting of the NCPF. August 29-30, 1944, p. 50.

[17] Sixty-Ninth Annual Report. op. cit., p. 90.

Director of Education, Dr. G.M. Weir, interested Ian MacKenzie, a member of Parliament from Vancouver, in the Pro-Rec programme.[18] MacKenzie in turn interested people in Ottawa about the programme. As a result Eisenhardt was called to Ottawa for a meeting of Youth Training leaders from all over Canada on January 18, 1939. Eisenhardt presented a film depicting physical training in British Columbia. The film was seen in favourable light and caused a resolution which included a clause covering physical training. This clause was included in the schedule of the new Youth Training programme. Earlier, in 1936 the National Health Commission asked for his assistance in the formation of plans in regards to health, physical education and recreation.[19] Much of his help was later incorporated in the Dominion-Provincial Youth Training scheme.[20]

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[18]Memorandum to the Minister. From G. Davidson. January 7, 1947, p. 2.

[19]D.W. Plewes. "Canadian News". AAHPER Journal of Health and Physical Education. Vol. 17, No. 9, November, 1946, p. 547.

[20]Letter to the author from Eisenhardt. October 25, 1971. "Later in the thirties Mr. Arthur Purvis was appointed Federal Director of a Youth Training Programme, and I see the opportunity to make Pro-Rec a National Programme. Lo (sic) and behold, in spite of many objections, Recreation was included in the programme and grants were available to the Provinces."

As President of the British Columbia Physical Education Association, Eisenhardt delivered the President's Third Annual Address to the B.C. Branch on December 20, 1939.[21] In this address he said:

> May I, as a final message, urge you to increase your efforts in regard to bringing about a national fitness campaign in Canada. Today physical fitness is not only a personal duty but it is a duty to our country and physical training is in reality a national service.[22]

Eisenhardt was again projecting his vision of a National Physical Fitness scheme for Canada.

At the provincial level the Pro-Rec programme was beginning to spread eastward. Alberta was the first province to become interested. W. Aberhart, the Premier of Alberta, while visiting in Vancouver, dropped in on some Pro-Rec classes.[23] This visit resulted in Dr. F. McNally, the Deputy Minister of Education for Alberta, going to British Columbia"...to look at his (Eisenhardt's) leadership training course and to interview some of the men he has suggested as possible directors for us".[24] Premier

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[21]Eisenhardt was Secretary-Treasurer of the CPEA for 1937-39.

[22]President's Third Annual Address to the B.C. Branch of the C.P.E.A. December 20, 1939.

[23]Eighth Annual Mass Display of Physical Fitness. Official Programme of the Pro-Rec. April 14-16, 1942.

[24]Letter from G.F. McNally to R.F. Thompson, Supervisor of Youth Training. July 7, 1938. (RG. 29, Acc. No. 71/201, File No. Y12-1-7, Section 2, Box 8 - N.A.).

Aberhart asked Premier Weir of B.C. for the loan of Eisenhardt. Eisenhardt was to stay a week, help them set up a programme, survey the province and address the Alberta government. When this was agreed to, Eisenhardt's expenses were shared between Alberta and British Columbia and these were paid by the Dominion-Provincial Youth Training Act. As a result of these visits and a letter from Thompson, McNally replied on behalf of Alberta:

> I am very glad to receive your approval of our proposal to organize a scheme of recreational work similar to that in British Columbia. It will, of course start on a more modest scale but we hope may develop. Our plan is to borrow from British Columbia one of Mr. Eisenhardt's men, probably his assistant Mathisen, to come over as soon as he can be spared to make a survey of the points where centers could be established. ...Mr. Eisenhardt has promised to loan us an additional man and woman for the period from August 17, to September 2.[25]

Alberta's programme began and subsequently became very popular. Alberta wanted the same regulations as British Columbia received from the Department of Labour. This was specific to its ideas for its programme. Alberta wanted young people who could not classify as necessity cases, to be eligible for Federal funds.[26] However, the

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[25]Letter from McNally to Thompson. July 15, 1938. (R.G. 27, Acc. No. 71/201. Box 8, File No. Y12-1-7, Section 2-N.A.).

[26]Letter from McNally to Thompson. July 15, 1938. (R.G. 27, Acc.No. 71/201. Box 8, File No. Y12-1-7, Section 2-N.A.).

federal representative for unemployment relief, M. Mackinnon, wrote a letter to Thompson saying that many of the people taking the classes in Alberta were "...not necessitous cases."[27] This check was caused by Alberta's increasing demand for federal grants to run their programme. MacKinnon, however, soon changed his opinion, as he wrote in a letter almost two months later:

> In view of the above, I am of the opinion that the spirit of Schedule "F" is being well observed and good value is being obtained for our expenditure. It might be pointed out that our expenditure under this arrangement is considerably less than if the $3.00 per capita for the 3,278 ($9,834.00), which I understand is allowed in British Columbia, were being paid in this province.[28]

Alberta now was well on its way to having a physical fitness programme.

The Pro-Rec movement and its ideas were also spreading to Saskatchewan and Manitoba.[29] Ivan Schultz, the Minister of Education for Manitoba, came to Vancouver to confer with Eisenhardt. Eisenhardt's trainees were soon to spread across Western Canada.

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[27] Letter MacKinnon to Thompson. October 22, 1938 (R.G. 27, Acc. No. 71/201. Box 8, File Y12-1-7, Section 3-N.A.).

[28] Ibid. Also 3,085 employed women and men took part. 3,278 was the number of unemployed women and men that took part in the programme.

[29] Letter to R.F. Thompson from McNally, July 7, 1938. (Box 8, File No. Y12-1-7, Section 2-N.A.).

Further stimulus for the physical fitness scheme of the Pro-Rec kind came when Eisenhardt travelled to meetings across Canada at difficult times. Federal and provincial officials were becoming extremely interested. Even Quebec was interested as a result of Eisenhardt's visit to Drouin, the Minister of Trade and Commerce in Quebec.[30]

Eisenhardt portrayed the practical, vibrant person who knew he had something to sell. The buyer, in this case, was the federal government. As it turned out, later in 1944 when he was appointed Director, his closest competitor for the job was Dr. A.S. Lamb. Lamb, born in Australia, was Director of Physical Education at McGill University between 1912 and 1949. Lamb's background in Physical Education was wide and varied.[31] However, perhaps his involvement in university, sheltered partially from the everyday public, cost him what he dearly wanted - a chance of being National Director of Physical Fitness.

As early as 1934 Lamb, too, had been promoting the formation of a National Physical Fitness Programme. In that year he presented a paper to Canadian physical educators based on one given in the United States by Dr.

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[30] Sixty-Ninth Annual Report. 1939-40. op.cit. p. 90. After the Youth Training Conference in Ottawa (January 22-24, 1940) Eisenhardt travelled to Montreal to speak with Quebec's Minister of Trade and Commerce, Drouin; at Drouin's request.

[31] M. Van Vliet (ed). Physical Education in Canada. Scarborough; Orebtuce-Hall of Canada Ltd. 1965, pp. 297-298.

Frederick W. Maroney.[32] In Dr. Maroney's paper which Lamb followed, a National plan for physical fitness was asked for in the United States. The composition of the plan involved:

1. A National Academy of Health and Physical Education.
2. A National survey of the schools and colleges training teachers for the field of health and physical education.
3. A study within our own group to evaluate tests and measurements in physical education.
4. Summer recreation camps.
5. A more adequate use of public school buildings.
6. Demonstrations.
7. An enlarged athletic policy.
8. A more adequate budget to support the programme.
9. An improved morale among the teachers in our profession.[33]

In a letter dated September 8th, 1939, Lamb asked Ottawa to help in the new War. The letter showed all intentions of hoping to help form a physical fitness scheme for the nation. "...For many years I have been greatly concerned about the physical fitness of our young people and have made persistent efforts - through organizations and public statements to have a broad national policy

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[32] F.M. Maroney. "Physical Education Looks Ahead." A paper presented at the American Physical Education Association Convention, April, 1934.

[33] Ibid., p. 13.

adopted in order to bring about some improvement...".[34] Lamb was turned down in his attempt to aid the armed forces.

Lamb's whole life was spent in the desire to serve Canada in some way. A physical fitness scheme, through the Canadian Physical Education Association (C.P.E.A.), became his way to serve Canada. Unfortunately, the C.P.E.A. was not a powerful group, and, therefore, had little influence upon the Federal Government. Eisenhardt, on the other hand, had aligned himself with politicians and had spoken repeatedly at their meetings. Indeed he frequently spoke at conventions and business meetings. He was able to reach the politicians who formulated new policies first-hand, a technique which Lamb was never able to utilize effectively. Lamb never did reach the majority of the policy-makers. Eisenhardt also had a very powerful friend in parliament, namely Ian MacKenzie. This was the same MacKenzie who was from Vancouver, was acquainted with his work, and was eventually to become Minister of Pensions and National Health. He wanted to know if there was a possibility of a physical education plan for Canada. If such a plan was being developed, he wanted to help.[35]

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[34]Letter from Lamb to Ottawa listing his curriculum vitae. September 8, 1939. (Box 526451, File No. 210-8-1, No. 1I, N.A.).

[35]Letter. Box 526451, File No. 210-8-1. -N.A.

Parney replied on March 16, 1938, informing Lamb that he would keep him posted. But first he had to await documents, reports and recommendations from the Committee set up by the League of Nations.[36]

Dr. Parney discussed Lamb's letter with J.J. Heagerty, the Director of Public Health Services. Heagerty's letter to Lamb indicated that no such plan was being considered, for he wrote:

> While this Department is interested in all that appertains to the health and physical well being of the people of Canada, and particularly of the youth, a physical fitness campaign has not as yet been contemplated. There are many pressing public health problems to which this Department is contributing in cooperation with the Provincial Departments of Health. Many of these problems, such as the control of tuberculosis, provision of facilities for the treatment of cancer and the elimination of venereal diseases, are of an urgent nature and call for the use of all public health resources available.
>
> While a physical fitness campaign is a very worthy one, and we are greatly interested in it, it is felt that the problems outlined above are so acute that all of our energies at the present time should be devoted to their solution.[37]

Lamb in his zealousness to be involved interpreted Heagerty's letter to him as a positive reinforcement. He wrote to thank Heagerty for his letter "...concerning the possibility of instituting a physical fitness campaign."[38]

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[36] Ibid.

[37] Letter from Heagerty to Lamb. December 12, 1938 (Box 526451, File No. 210-8-1, Vol. I - N.A.).

[38] Letter from Lamb to Heagerty. January 12, 1939. (Box 526451, File No. 210-8-1, Vol. 1 - N.A.).

Lamb sent a copy of his letter to the Minister and Deputy Minister, perhaps trying to force their hand.

Eventually in October, 1941, Lamb put all his hopes, in one letter to Major General L.R. LaFleche, Deputy Minister of Defense.[39] In this letter he mentioned that Australia was embarking upon a plan of National fitness. In their search for a coordinator of this scheme, they had written to Lamb and asked him to accept the position as the "...Commonwealth Director of National Fitness."[40] In this letter he detailed the Australian plan and concluded:

> The invitation from Australia offers a fascinating opportunity to serve, but naturally, with my roots so deep in Canada and my appreciation of our own problems, I would, given a similar opportunity, prefer to remain here.[41]

However, he did not hear from LaFleche. But, this did not stop him. On November 28, 1941, he had an interview with Dr. J.J. Heagerty to discuss Canadian Fitness plans. After this interview he forwarded to Dr. Heagerty copies of the letters which he had sent to LaFleche along with material on the Australian fitness plan.[42] Perhaps

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[39]Letter from Lamb to Major General L.R. LaFleche. October 27, 1941. (M.G. 20.I.40, Vol. 10. Box 526451, File No. 210-8-1, Vol. I - N.A.).

[40]Ibid., p. 1.

[41]Letter from Lamb to Major General L.R. LaFleche. Ibid., p. 4.

[42]Letter. Lamb to Heagerty. December 9, 1941, p. 1 (Box 526451, File No. 210-8-1, Vol. I - N.A.).

Heagerty received some ideas from the Australian plan, for at this time he was deeply involved with Ian MacKenzie in the formation of a National physical fitness scheme for Canada. Lamb was instrumental in getting the C.P.E.A. to become increasingly involved. During the Annual Convention of the C.P.E.A. at McGill University in Montreal on April 10-11, 1942, a resolution was passed which stated "...that a 'National Fitness Council' be formed, under Federal guidance, to give leadership...".[43] If they wanted such a position the C.P.E.A. was willing to assist. It certainly can be said that the resolution did have some effect on the situation as the Act was eventually passed but it had been thought about much earlier by Heagerty.

Interest in physical fitness also had an international origin. The League of Nations in Geneva paid particularly close attention to its function in society. During its 25th session in May, 1937, the League of Nations decided upon a three year plan of work and selected three problems; nutrition, housing and physical fitness. These three areas were considered as the most important problems then facing mankind. The Health Committee decided that a group of experts should obtain information for the development of sound physical growth. Their report indicated that in a

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[43] M. Van Vliet. op. cit., p. 279. (Also Box 526451, File No. 210-8-1, N.A.).

large number of countries there was an apparent lack of fitness in the population. When this report was received, the League of Nations recommended that National Committees on Physical Fitness should be constituted in each country.[44] On February 9, 1938, the Council of the League of Nations endorsed the recommendation of the Health Committee.[45] This was an important step because Canada was notified that such a problem might exist within the confines of her border. In actuality, it took World War II to concentrate Canada's efforts on the problem of poor physical fitness and to react and institute a remedy.

The acting Canadian Advisory Officer, O.D. Skelton reported to the Secretary of State for External Affairs that there was a disturbing situation existing in Canada regarding the physical fitness of large sections of the population.[46] A communication was addressed by the Director of the Health Section of the League to C. Power, Minister of Pensions and National Health. Canada was told

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[44]Letter from O.D. Skelton, Canadian Advisory Officer, League of Nations to Minister of Pensions and National Health, November 10, 1937 (Box 526451, File No. 210-8-1, Vol. 3 - N.A.).

[45]Ibid., February 9, 1938.

[46]Ibid., However, the League never did reveal its source of information.

that an International Commission on Physical Fitness was being formed and she could name a representative to it. However, for whatever reason, none was ever appointed.

In Canada, itself, concern for national physical fitness was recognized, at first, by individuals involved with physical education and recreation. The two major figures were Eisenhardt and Lamb. Both had a tremendous influence on the shaping of a Physical Fitness plan for Canada. Heagerty and MacKenzie, both federal government officials, were interested in this plan because of the health importance of physical fitness. They were the two government officials who had the most to do with the formation of the Act. Other private individuals had minor roles to play. H.E. Balfour, Inspector of High Schools for the Province of Alberta, was one of these.

Early in 1936 he wrote a letter to R.E. Wodehouse, Deputy Minister of National Health.[47] In this letter he suggested changes that the Dominion government could make in respect to the Cadet Services of Canada.[48] Balfour wanted to completely de-militarize the present organizational establishment. He wanted girls, as well as boys, to be involved. In this programme he wanted a typically Canadian

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[47]Letter. March 21, 1936 (Box 526451, File No. 210-8-1, N.A.).

[48]Ibid., Apparently there was a shrinkage in the cadet programme at this time. Balfour thought the Strathcona Trust could be used for a better purpose.

game, a health programme, the encouragement of field days, and a more recreational teaching syllabus. Moreover, he wanted the responsibility for Cadets to be transferred from the responsibility of the Department of National Defence to the Department of National Health. It was Balfour's belief that High School boys and girls could be enrolled in a "Nation-wide programme" and then the Dominion Government could "...exert a valuable influence and develop physical fitness, without any of the regimentation or obvious war-like preparation which has characterized the 'marching corps' of European nations."[49]

Wodehouse replied to Balfour stating that "...I also feel that I should discuss the matter with the Department of National Defence to ascertain how much their cadet programme has shrunk and what are their plans for the future."[50] Apparently, he was considering Balfour's proposal and he sent these letters to Major General L.R. LaFleche, Deputy Minister of National Defence. LaFleche's reply was a defence of the cadet programme. He said there was no reason for change and that the main reason for the reduction

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[49]Letter. March 21, 1936 (Box 526451, File No. 210-8-1. N.A.).

[50]Reply to Balfour from R.E. Wodehouse. March 26, 1936. (Box 526451, File No. 210-8-1 - N.A.).

outlined would appear to be because of reorganization and shrinkage of funds.[51]

Although this one letter did not have a tremendous influence on the whole procedure of the creation of the NPFA; it was indicative of the interest in a physical fitness scheme by certain people. Usually the type of people interested were those in immediate contact with the problem. In this case, this meant teachers and social workers, because of their contact with the public. They were the ones to see the everyday condition of the populace.

In the mid-thirties, certain people in the federal government recognized the need of physical fitness for gaining and keeping employment. Many employees, during this period, could not hold down jobs because of the weak state of their health. The first federal recognition of physical fitness on a national level came when a Bill for the "Provision for Alleviation of Unemployment and Agricultural Distress." was passed.[52] Shrouded in this weird title was the provision for the assistance of those who were considered "unemployable". Rogers, Minister of Labour, defined unemployable as being "...based upon physical grounds."[53] Further to this discussion Mr. Massey, a

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[51]Letter to Wodehouse from LaFleche. April 7, 1936. (Box 526451, File No. 210-8-1).

[52]House of Commons Debates. March 29, 1937, p. 1763.

[53]Ibid., p. 2269.

member of Parliament, said:

> The physical condition of these men must be remembered. Many men who were capable of doing a hard days work now find themselves completely out of condition ...The Minister in his consideration of these problems should, I think, give some consideration to the question of physical reestablishment of those who have been on relief for long periods and have suffered what that entails.[54]

On April 6, 1937, the Bill was read for the third time and passed.[55]

The Bill was probably given greater attention by the members of Parliament because of a speech given by H.J. Plaxton on January 20, 1937. Among other things he stated, "...that it is the opinion of this house, in the interests of public health there should be established a ministry of sports."[56] Why a Ministry of Sports? This would have been a major innovation in Canadian life if such a Ministry had been created. Obviously, if created it would have recognized the importance of sport in the country. It may be that if Plaxton had used a more popular term such as a "Ministry of Physical Training", it may have obtained greater support. However, he did go on to say:

> Further, it is my opinion that it is high time for this government to consider the

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[54] Ibid., p. 2281.

[55] Ibid., p. 2600.

[56] Ibid., p. 114.

> adoption of some national scheme of physical training for the people of this country.[57]

For some unknown reason Plaxton later decided that there was no need for a Ministry of Sports and that the control of this problem should rest with the Department of Pensions and National Health. He finally withdrew his motion.[58] Perhaps he had not considered the matter in detail, for certainly, his proposal had raised many questions in Parliament. Regardless of whether the Department of Pensions and National Health was the natural place to consider a national fitness scheme, the route had been decided.

The Unemployment and Agricultural Assistance Act appropriated $1,000,000 for the 1937-38 fiscal year and $1,500,000 for the 1938-39 fiscal year. On April 12, 1939 it was proposed to fix the annual appropriation at $1,500,000 and to extend this amount for three years.[59] However, very little of this money was used for physical training. If physical training was involved in the expenditure it was only indirectly. The majority of this money went towards teaching the unemployed new skills and trades.

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[57] Ibid.

[58] Ibid., p. 126. It is interesting to note that finally in 1976 a "Minister of Sport and Fitness" was created by the Liberal government of Pierre Elliot Trudeau.

[59] Ibid., 1936, p. 2713.

The National Employment Commission recommended "... training projects of a physical nature to assist in the maintenance of health and morale pending employment."[60] Formed on April 8, 1936, this Royal Commission was to examine why people were on relief.[61] The Commission recognized that they had to have a method of increasing the degree of employability of those receiving unemployment aid.[62] Since the depression many of the youths had failed to find use for their school training. In fact, many had not been able to work and therefore had lost, in large part, the values attributed to their education. Skilled workers in Canada were at a premium.[63] Purvis was the head of this Committee. He interviewed people across Canada. Eisenhardt was one of those interviewed and after, another person saw the value of the Pro-Rec plan. As a result a form of physical training was considered important. Part of the method of increasing the employment prospects of the unemployed was to improve their physique and morale so that they could better hold their jobs. The

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[60] Ibid., 1936, p. 4094.

[61] Labour Gazette, July, 1936, p. 601.

[62] Interim Report of the National Employment Commission, June 1, 1936-June 30, 1937, p. 12.

[63] Ibid., In fact skilled workers were leaving Canada rather than staying, thus creating a shortage.

Commission understood how being healthy could be equated with the maximum working potential of the individual.

As a result of this Commission, cooperative action between the federal and provincial governments resulted in the Youth Training Act of May 19, 1939.[64] This Act was an attempt by the Federal Government to correct the severe social problems created by the economic depression. The purpose of this Act was to provide for the training of young people to fit them for gainful employment. The definition of "unemployed young people" was:

> ...male or female individuals between sixteen and thirty years of age, inclusive, not gainfully employed and whose families are not in a position to pay the full cost of their training.[65]

A total of $4,500,000 was allotted during a three year programme starting in 1940.[66] It replaced an annual allotment of $1,000,000 made for similar purposes in 1937 and 1938 under the Unemployment and Agricultural Assistance Act.[67] As in the later NPFA, the amount of money granted by the Government had to be equalled by the provincial

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[64] Statutes of Canada, 1939, p. 267.

[65] Ibid.

[66] Ibid., p. 270.

[67] Vocational Training in Canada. Ottawa: Department of Labour, 1949, p. 25.

Government. All training projects submitted had to be approved by the Minister of Labour. The distribution of lands was not necessarily made in proportion to the provincial population.

The Youth Training Act was monopolized by the Western provinces. Alberta and British Columbia had very heavy enrollments in physical recreation classes. Saskatchewan and Manitoba were also involved but to a lesser extent.[68] It was this type of training that was eventually transferred to the Department of Pensions and National Health when the NPFA was passed.

The Youth Training Act of 1939 expired on March 31, 1942. Employment was on the increase due to military service and World War II. Moreover, the NPFA was being designed by the Government and it would replace the physical training for youths. In order to replace the rest of the programme run by the Youth Training Act, the Vocational Training Co-ordination Act was passed on August 1, 1942.[69] About $500,000 was still available for the Dominion - Youth Training Programmes. This Act had no fixed sum and no fixed duration.[70] It was designed to provide authority for

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[68] Ibid., p. 26.

[69] Ibid.

[70] National Archives. R.G. 29, Vol. 775.

whatever types of vocational training might be necessary or desirable. However, on March 31, 1944 projects for Physical Training and Recreation in all provinces were discontinued.[71] This was due to the birth of a new scheme in federal-provincial relationships, the NPFA.

Summary

The NPFA was the product of a long growing period of increasing Federal Government involvement. Nevertheless, it was the provinces, and mainly British Columbia, that began a physical fitness training programme. The Pro-Rec programme was the initial start but it was the League of Nations that convinced the Federal Government that something had to be done in the area of physical fitness. The initial push came from World War II as many recruits were to be declared medically unfit. Perhaps the underlying cause that had caused the deterioration of physical fitness in Canadians was the Depression of the thirties. With the fall of the stock market in 1929, many Canadians were left without jobs. Food and proper nutrition became a real problem for all the youths. Perhaps the youths of the 1930's, who were growing up at

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[71] Ibid.

the time of the depression, had grown to recruitment age during the late 1930's and early 1940's. Their deficiencies showed upon medical examination.

Two individuals who had a great deal to do with the formation of the NPFA were A.S. Lamb and I. Eisenhardt. Lamb had contributed through his own personal efforts and those of the Canadian Physical Education Association. Eisenhardt was instrumental because of his Pro-Rec programme in British Columbia and because of his constant attempts to sell physical fitness for healthy living to the provincial and Federal Governments.

The Federal Government aided the programme by designing schemes that would enable money to go to provincial governments. The Unemployment Insurance Commission was the first Government project that allowed physical fitness in its structure. The first federal programme was the "Unemployment and Agricultural Assistance Act." Later the "Youth Training Plan" was to provide additional aid to the provinces. However, both these Acts, in the area of physical training, were limited. Both were mainly used by the Western provinces. The NPFA was to be the first Act that would at least attempt to be national and the first Act in Canada to be totally concerned with aspects of physical fitness.

CHAPTER III

BIRTH OF THE NATIONAL PHYSICAL FITNESS ACT.

Hints of national legislation regarding a physical fitness plan had been reported from time to time. Countries throughout the world had become increasingly interested in some type of legislation in regards to fitness. Great Britain was the first country to enact such legislation, followed closely by New Zealand, Australia and the United States. Britian, in national legislative fashion, first officially recognized fitness on November 3, 1936, during the Prime Minister's opening of Parliament speech:

> I am impressed with the need for more comprehensive efforts to improve the physical condition of the nation, especially among the younger members of the community, and my Minister will in due course submit to you proposals designed to carry out this purpose.[1]

This proposal came in the form of a Bill proposed by Mr. Stanley on March 16, 1937.[2] Bill 101, a Physical Training and Recreation Bill, "was to provide for the development of facilities for, and the encouragement of,

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[1] Parliamentary Debates. House of Commons. United Kingdom of Great Britain and Northern Ireland, Vol. 317, p. 11.

[2] Ibid., Vol. 321, p. 1865.

physical training and recreation, and to facilitate the establishment of centres for social activities."[3] The Government rationalized that physical improvement should be begun in the schools and helped by existing organizations. However, to give aid to these organizations, it was proposed that two National Advisory Councils be established.[4] One would operate for England and Wales, the other would operate in Scotland. It was to be the Council's duty to survey the field and to advise as to the needs of the people which would require programme and facility development. As worded in the Act, facilities were to be developed, as the Government considered this problem to be extremely important. Each Council was to consist of about thirty men and women appointed by the Minister. The Councils would then have the power to delegate authority to sub-committees. These sub-committees would be developed in the regional committees of Scotland and in the local committees of England and Wales. Their purpose would be to examine the needs of their areas and then to consider how any unsatisfied needs could best be met.

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[3]Parliamentary Papers of the British House of Commons, 1936-37, Vol. V, p. 29.

[4]Minutes of Proceedings. British House of Commons, 1937, Vol. XXI, p. 750.

A cost for the programme was estimated to be $2,400,000. This would cover the operation of the Bill until March, 1940. In addition, the operational expenses would come to $170,000 per year.[5] In order to distribute these monies, two Grant Committees were established.[6] Again, one was for Scotland and the other was for England and Wales. These two Committees were composed of three members each. Each Committee was responsible for receiving and examining applications for grants and making these grants subject to the approval of the Minister.

Since leadership was also considered to be important, a National College of Physical Training, was to be established as well. This College was to train the leaders needed to operate the programme. Although the National Playing Fields Association was already funded it could apply for additional funds from the Grant Committee. The last item the Bill provided for was an interim grant to the Central Council of Physical Recreation.

The overall values that the Government had hoped to achieve from this Bill were two-fold. The first was that the public should realize the value of physical fitness;

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[5]Parliamentary Papers. op., cit., p. 25.

[6]Minutes of Proceedings. op., cit., p. 751.

the second was to provide facilities for the people. On July 13, 1937, the Bill was given Royal assent.[8]

The bills in Australia and New Zealand were both modelled on that of Great Britain. New Zealand's bill was the earliest of the two. Its Physical Welfare and Recreation Bill was "...to provide for the development of facilities for, and the encouragement of, physical training, exercise, sport and recreation, and to facilitate the establishment of centres for social activities related thereto."[9] A National Council of Physical Welfare and Recreation was also created. However, no estimation of costs was given. The Bill was passed on November 23, 1937.[10]

Australia's National Fitness Bill was passed in mid-1941.[11] It was fairly similar to Great Britain's and New Zealand's. This legislation was passed to give a degree of permanence to a fitness movement which was started two years earlier.[12] In January, 1939, a conference of State

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[8]Parliamentary Debates. op.cit., Vol. 326, p. 119. The House of Lords agreed to the Bill on July 12, 1937.

[9]New Zealand Parliamentary Debates. November 23, 1937, p. 610.

[10]Ibid.

[11]Australian Parliamentary Debates. May 28-July 4, 1941, p. 880. On July 3, the Bill was returned from the Senate without amendment and finally the House of Representatives gave its assent on August 20, 1941.

[12]Ibid., p. 715.

Ministers of Education took place. These Ministers endorsed a physical fitness movement begun by the Government. The Government had in 1939 allotted 100,000 to be expended over a five year period. A Commonwealth Council for National Fitness was created, also in 1939, to administer the money. State governments were invited to form State Councils. Councils were formed in Victoria on February 10, 1939; Queensland on August 12, 1939; Western Australia on March 14, 1939; South Australia, October 20, 1939; and in Tasmania in August, 1939. The money was used for organizing expenses and for subsidies to universities for the establishment of diploma courses. However, as in the early fitness acts, the amount of money was insufficient. Mr. Calwell, a Member of Parliament said:

> I support the bill, but I regard it as merely a token payment to the youth of the nation. It does not go as far as it ought to go,...[13]

During the same period the United States was also interested in a Fitness Bill. Bill 1074 was introduced on January 3, 1941. The Bill was:

> ...to promote national preparedness and the national welfare through appropriation of funds to assist the several states and territories in making adequate provisions

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[13]Australian Parliamentary Debates. May 28-July 4, 1941, p. 701.

> through schools for physical education, including athletics; instruction and guidance in healthful living; wider recreational use of school facilities; and the development of school camps.[14]

This Bill was introduced by P.L. Schwert of New York. Its one major purpose was "to improve and equalize educational opportunity throughout the Nation with reference to health education, physical education, and recreation programmes."[15] This Act was endorsed by the American legion and by the American Association of Health, Physical Education and Recreation.[16]

These bills from the countries mentioned have much in common. All had monies to operate a fitness programme and all were passed just before or during World War II. However, only those in Australia and the United States were passed for military purposes. In the United States this was especially so. Another similarity was that all fitness movements were especially concerned with youth.[17] Soon all four countries were to become the models from which Canada established its own fitness programme.

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[14] Congressional Record. Vol. 87, Part 16, p. 19. Originally this Bill was introduced on October 3, 1941, as H.R. 10606.

[15] Ibid., Part 10, February 17, 1941, p. A711.

[16] Ibid., p. A1118.

[17] During the early 1930's European nations paid particular attention to its youth. Czechoslovakia started early in 1862 with its Sokol-movement. In Germany, Italy, Austria and Russia, the youth movement was taken advantage of by its leaders and was used to create a strong nation.

Canada's fitness programme was devised as a foundation for her Health Insurance Programme. The Government thought that a fitness programme could be considered as a preventive measure in the overall Health Programme. It was through the interest given by the health authorities that a fitness plan was begun. Another factor to be considered here was that World War II became more intense and the fighting was becoming more acute. Canadian soldiers were now sent overseas for battle duty. Because Canada was sending soldiers overseas she became more concerned about the many medically unfit people being rejected. Combine rejections with the continued interest in the preventive aspect of fitness, Canada soon saw the light to establish its own National Scheme for fitness.

During the beginning of 1943 only the Western provinces had any kind of a fitness and/or recreational service. These provinces operated in connection with the Youth Training Plan. However, this was repealed earlier in 1942. The Vocational Training Co-ordination Act helped to continue the programmes of physical activity in the provinces. But the monies for these programmes were halted in March, 1943. The provinces expected some new legislative measures to be passed by the Federal Government. They were not to be disappointed. The National Physical Fitness Act was recognized on July 24, 1943.[18] The Act came into force

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[18]See Appendix 1 for a complete copy of the Act.

on October 1, 1943. On February 15, 1944, a National Council on Physical Fitness was appointed, consisting of a Director and nine other members.

Parliament had been alarmed that the "...health of Canada's youth is much below what must properly be considered the standard of fitness for young men in a virile nation."[19] In an army report, 44% of the young Canadians recruited were declared medically unfit for duty. Representatives of the Department of National Defence, the Department of Pensions and National Health, and the Department of National War Services met to consider plans for the reconditioning of the rejected men.[20] The next step was "...to improve the health condition of those youths who are not yet eligible for the draft."[21] This was an important consideration for the Government to make because many factors could affect the health of youth.

Mr. Hansell, M.P., put the question forward on November 11, 1941:

> I am wondering whether something cannot be done to prevent the teen-age boys who are coming along and who, if the war lasts two or three years, more, will perhaps be called into service, from being also found physically unfit.[22]

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[19] House of Common Debates. November 5, 1941, p. 4100.

[20] Ibid.

[21] Ibid.

[22] Ibid., November 11, 1941, p. 4284.

Mr. Hansell thought the reason for this problem was the Depression. Youth was, he said "...the subject of malnutrition in these past years..."[23] Mr. Thorson, M.P., replied that as far as he was concerned, the Depression was not the only cause. He pointed out that "...the standards set by the Department of National Defence ..."were very high."[24] High in comparison to what? High in comparison to the standards used in World War I? High in comparison to the standards in other countries? Were the World War II standards of recruitment that much tougher than those of the previous war?

In World War II medical grading was set down under seven general sub-divisions of bodily and mental function. These sub-divisions were represented by the code "PULHEMS", which stood for:

P. Physique. - (This includes a man's general development, height and weight, his potential capacity to acquire physical stamina with training, his capacity for work.)

U. Upper Extremities. - (Functional use of hands, arms, shoulder girdle and upper spine)

L. Lówer Extremities. - (Functional use of feet, legs, pelvis and lower spine, etc.)

H. Ears and Hearing.

E. Eyes and Eyesight.

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[23] House of Common Debates. November 11, 1941, p. 4284.

[24] Ibid., p. 4285.

M. Mental Capacity - Intelligence.

S. Stability (Emotional)[25]

In this type of categorizing system there were five grades for each sub-division, except "M" which had three. Grade 1 implies normal function and is regressive down to Grade 5 which signifies total disability for Army work. In order to break the Grades down in more detail it was decided to interpret them as:

> Grade 1 will be consistent with full combatant service; Grade 2, with accessory or mechanized front-line work (drivers, mechanics, sappers, signallers), provided that the particular disability (Grade 2) does not limit functional efficiency in the specialty assigned; Grade 3, with duties on Support or at the Base; Grade 4, with appropriate Base duties. (Any Grade 4 will limit a man to service in base duties only, in Canada or abroad except that a Grade 4 under "S" compels employment in base duties in Canada only. In general, Grade 4 reflects disabilities that are reasonably safe from aggravation under the favourable living and working conditions which are obtained in base areas.) Grade 5, any Grade 5 represents reason for rejection or discharge.[26]

A recruit, if his condition could be remedied within three months, might have been accepted or referred for treatment.

In order to be considered for front line service all categories of PULHEMS had to be Grade 1. One score of

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[25]Physical Standards and Instruction for the Medical Examination of Serving Soldiers and Recruits for the Canadian Army. 1943, p. 4.

[26]Ibid., p. 5.

Grade 2 or lower in any category prevented the recruit from being considered for front-line duty.[27] Any Grade 5 in any one of the seven categories was enough to merit discharge.

During World War I, when operating overseas, Canada used the British system for classifying recruits. Apparently, at the beginning of the war, she did not use any type of consistent system. The British system was classified into five grades. Each of these five grades had three levels with "E" being those awaiting discharge or reclassification. The grades were listed as:

A. Fit for General Service.

B. Fit for Service abroad (but not for general service): -

C. Fit for Service at home only: -

D. Temporarily unfit for service in categories A,B, or C. but likely to become fit within six months and meanwhile either: -

E. Unfit for service in categories A, B, or C, and not likely to become fit within six months.[28]

Yet, this system was not officially used until December 27, 1916.[29]

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[27] Physical Standards and Instruction for the Medical Examination of Serving Soldiers and Recruits for the Canadian Army. 1943, p. 8.

[28] A.M.J. Hyatt. "Notes on Canadian Administration - First World War: Introduction of Medical Categories." December, 1959, p. 2 (N.A. - 506032 (D_2)).

[29] Ibid., p. 3.

Apparently, 'A' class recruits were not much of a problem. They seemed to be more numerous than during World War II. Nevertheless, in World War I those classified as Grade A could be working at lower levels. This was a major difficulty throughout the war. Categorizing was brought in so that 'A' grade soldiers could be recognized and moved from sedentary duties, which could closely be filled by other Grades. Hyatt wrote, "...it was easy to remove 'A' category men from their duties but rather more difficult, at first, to find sufficient 'B' or 'C' replacements.[30] This problem was caused by the recruits being sent over from Canada. Canada was still not using any classification system based on a unified programme of examination.[31]

Canada, finally adopted the British system on May 15, 1917. Categories A and B were for service abroad, Category C was for recruits fit only for service in Canada, Category D for recruits considered temporarily unfit, and Category E for those considered unfit for service in Categories A, B, or C.[32]

The standards for World War I and World War II were different. World War II standards appear to be more rigorous than World War I standards. Yet, in some cases

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[30] Ibid., p. 4.

[31] Ibid., p. 5.

[32] Letter, May 3, 1917 (N.A. - 506.032 (D_2)).

the standards used in World War I were at least equal and sometimes more defined.[33] World War II standards were started at the beginning of the war while World War I standards were not started until well into the war. This would help to account for the large number of recruits declared medically unfit in World War II when compared with the other great war.

An examination of the House of Commons Debates for World War I showed that the Government in its discussions talked very little about recruits being militarily unfit.[34] Since little was mentioned, the problem could not have been as great as during World War II. Still, during World War I there were some problems caused by low physical fitness. Mr. Turuff, M.P. said there was a problem when it came to examining battalions who were already overseas:

> ...in some cases men who were suffering from some physical disabilities concealed those disabilities when enlisting, that they were not discovered by the medical examiners, and that, becoming tired of trench life after one or two months, these men made known their physical disabilities, and so were relieved of duty and sent home.[35]

Physical fitness was only one part of the category known as "physical disabilities". There were many other medical

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[33]The instruction manual for "fingers", "knees", etc. are more rigidly defined in World War I than in World War II.

[34]House of Commons Debates, 1914-19.

[35]Ibid., May 1, 1916, p. 3253.

reasons included in that term. World War I recruits did not appear to have been examined as closely as World War II recruits. Mr. Turriff went on to say that, "...I would urge that the examination of enlistments be made much more rigid."[36] He was referring to the method and process of getting an examination, not the composition. During both Wars the composition of the medical manuals was quite detailed and well written. The major differences were that World War I did not have records kept during the early part of the war, and that their categories for measuring the recruits, once obtained from Britain, were not as detailed as those of World War II.[37] Moreover, a recruit was given six months to become physically fit in World War I, while in World War II, the recruit was only given three months. After this period, in both cases, the recruit was either allowed into the army or declared medically unfit for duty.

The number of people who were rejected for being physically unfit was difficult to determine for World War I. Poor records were kept of discharges. The Government,

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[36] Ibid.

[37] Comparison of "Physical Standards and Instruction for the Medical Examination of Serving Soldiers and Recruits for the Canadian Army, 1943" and "Structions for Medical Classification of CEF Men by Categories, May, 1917." (N.A. - R.C. 6-1, 168,009 (D_{62})).

during World War I, did not, for example, keep track of the volunteers who were exempted from Military Service because of being physically unfit.[38] They only kept track of those that were accepted. Of those called up under the Military Service Act up to April 15, 1918, 118,722 were placed in a category lower than 'A'.[39] This was about one quarter of total force that was accepted.[40] Little was mentioned in the House Debates about the poor physical levels of recruits or the problems created by the high rates of rejection.

This was not the situation during the Second World War. The large number of rejections was a major cause for the passage of the N.P.F.A. On November 5, 1941, Mr. Thorson raised the issue about a large percentage of recruits who had been declared medically unfit. He said that, "...out of a total of 217,588 men examined up to October 2, 1941, only about 56% were placed in category 'A'"[41] Immediately this gave the impression that there

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[38] House of Commons Debates, May 8, 1918, p. 1617.

[39] Ibid.

[40] Ibid., May 2, 1918, p. 1361. - 397,671 men were category A.

[41] Ibid., p. 4101.

were 44% unfit for duty. However, this was not the case. Broken down there were:

116,800 (55.9%) in Category A
21,651 (10.4%) in Category B-1
8,265 (3.9%) in Category B-2
9,341 (4.5%) in Category C-1
11,575 (5.6%) in Category C-2
5,909 (2.8%) in Category D
35,587 (17%) in Category E[2] [42]

It can be seen that only 17% were actually discharged as being medically unfit. What was the medical discharge rate throughout the war? How unfit was the Canadian young male and female population?

Parliament continued to ask for evidence to find out if the ratio of medically unfit recruits was increasing. The Navy, Air Force, and Army were investigated to find out their rejection rates. Since May 1, 1941, 44,978 applicants applied for enlistment in the Navy. Of these 4,829 were rejected for medical reasons (about 11%). The Army had 226,016 men and women apply between January 1, 1942, and March 31, 1943. 61,866 were rejected for medical reasons (over 25%). The Air Force between August 1, 1940, and December 31, 1942, had 319,220 males and females apply. Of these 39,690 were rejected for medical reasons (about 13%).[43] In addition between October 9, 1940, and

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[42] Ibid., November 11, 1941, p. 4275.

[43] Sessional Paper No. 139E, Tuesday, June 1, 1943 (N.A. - R.G. 14-D2, 1943-44, Vol. 447 - Sessional Papers 128-150).

April 16, 1943, 384,315 people were called for service and training relevant to the National Resources Mobilization Act. Rejected for medical reasons were 11% or about 41,054.[44]

So it can readily be seen that rejections for medical reasons were quite low. Yet, on the other hand, on the average, only 50% of Canadian youths were being put into Grade 1, which was for soldiers declared fit for combat, and this was what really worried the Government.

The person who had the most to do with the basic construction of the NPFA was J.J. Heagerty, Director of Public Health Services. One of his first drafts for the Act was completed in April, 1942.[45] The Act was titled the "National War Fitness Act."[46] This title was significant as it showed how important the military rejections of the war affected the thinking behind the Act.

At the same time during the Annual Convention of the Canadian Physical Education Association, held at McGill University, Montreal, on April 10-11, 1942, a resolution was passed which stated:

> that a "National Fitness Council" be formed, under Federal guidance to give leadership...[47]

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[44] Ibid.

[45] Letter, J.J. Heagerty to Minister, April 2, 1942. (N.A. - Box 526451, File No. 210-8-1).

[46] Ibid.

[47] Letter. April 11, 1942. (N.A. - Box 526451, File No. 210-8-1).

This motion was moved by Dr. A.S. Lamb. The CPEA was also concerned about the large number of rejections in the war, and the Association wanted a person to head this Council, probably Lamb himself. The CPEA was ready to assist the Government in any way that it could.

Pressures from outside groups like the CPEA, and the large number of rejections that were reported, caused the Government to closely consider its future plans. Physical fitness did play a role in the everyday life of every Canadian. The Government finally decided that the Act should be designed so that it would last after the War was finished. As a result, the new title of the Act was the "National Fitness Act". This was decided on May 13, 1942.[48] The final title, the "National Physical Fitness Act" was not formulated until 1943.

In all probability, the omission of the word "War" was well thought out. Heagerty wrote in a letter to F.P. Varcoe, Deputy Minister of the Department of Pensions and National Health that, "...I am also of the opinion that there could be no objection to the deleting the word "War" from the title of the Act."[49] The Act was intended to operate over a longer period than simply as a war

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[48]Letter. (N.A. - Box 526451, File No. 210-8-1).

[49]Letter. May 9, 1942 (N.A. Box 526451, File 210-8-1, Vol. 1).

emergency manoeuver.[50] "Physical" was added because of the connotation and reference it had to the Health Department. It was part of a proposal in 1946, to have the word "Physical" dropped from the title of the Act.[51]

But all did not go smoothly during the formulation of the NPFA. In point of fact, the development of a Vocational Training Co-ordination Act of 1942 nearly put an end to it. Heagerty was greatly concerned. He wrote to Gunn to find out what the solicitor thought. Gunn felt that there would be no conflict or overlapping of subject matter. The Vocational Training Act dealt entirely with "vocational training" as distinct from "physical training." The Vocational Training Act also dealt with the training of the mind or the development of manual skill whereas the NPFA dealt with the improvement of health of the individual through the development of his physique.[52]

The final draft of the NPFA was similar to the original "National War Fitness Act". Basically, the addition

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[50]Meeting of the Provincial Ministers, September 21, 1942. (N.A. Box 526451, File 210-8-1).

[51]This will be discussed in more detail later. See letter from S.B. Carney, Executive Secretary to Members of the NCPF - October 5, 1946. (N.A. Box 526451, File 290-1-3).

[52]Letter. April 22, 1942 to Heagerty from W.G. Gunn. (N.A. Box 526451, File No. 210-8-1, Vol. 1).

of "Physical" and the deletion of "War", and a slight change in the responsibilities of the Council, were all that were altered.[53] The April draft included no mention about the amount of money that would be needed from parliament. The July draft included the $225,000 amount.[54] The rest of the Act, except for minor word changes and the amendments by the Senate, were the same throughout all drafts.

Probably the most important conference, one that aided the creation of the Act, was a Meeting of Provincial Ministers of Health. It was not surprising, at this stage in its development, to see the Act centered around the Health Department. It was through the Health Department that physical fitness was conceived. At this time in history, an Act centered on "sports, athletes, etc.", could not carry enough weight to be considered seriously by the members of Parliament[55], contrariwise, an Act centered on physical fitness fitted the immediate needs of the time. The intent of the Act was broader than just the health value of physical fitness. In fact, this value was soon lost when the NPFA was changed from the Health Department

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[53]The early drafts contained the phrase "physical defects" instead of "physical fitness" which was used in the last draft.

[54]Draft. July 30, 1942 (N.A.-Box 526451, File No. 210-8-1).

[55]Appendix 1. NPFA, 4(b).

to the Welfare Department of the newly-named Department of National Health and Welfare.[56] It was placed under Welfare because it no longer was considered just a Health problem. However, it had little relationship to the Welfare Department.

The Ministers met in Ottawa on September 21, 1942.[57] The chairman was the Honourable Ian MacKenzie, who was supported by his Deputy Ministers, Dr. R.E. Wodehouse and Dr. J.J. Heagerty. Representatives from all nine provinces were also in attendance.[58] The purpose of this meeting was to ask for comments and criticism on the Government proposals about venereal disease, physical fitness and health insurance.

It was during these discussions that J.J. Heagerty presented the proposed NPFA. After this talk, MacKenzie made it clear that "...at the conclusion of hostilities the plan would be extended to cover the general population."[59]

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[56]This will be discussed in detail later. It was an important move because health could no longer be considered the main or only reason for the function of the Act.

[57]Minutes of Meeting. (N.A.-Box 526451, File No. 210-8-1).

[58]Ibid., Newfoundland did not become a province until 1949.

[59]Ibid., p. 2.

Further credence, for the Pro-Rec movement being the model from which the Government proposal was designed, was given when MacKenzie asked Lieutenant Ian Eisenhardt to give a brief address outlining the steps taken in British Columbia.[60] Eisenhardt introduced the Pro-Rec programme, his physical fitness plans, and what it had accomplished in British Columbia. MacKenzie then requested the Ministers present to think it over and write to him personally within two or three weeks indicating whether they would support a Physical Fitness plan. The understanding was that the Department was prepared to plan a long-range policy.[61] Therefore, the provinces would not be committed to continuing a programme without Government assistance. In addition, MacKenzie promised the Ministers that they would be informed how the Youth Training Plan would be coordinated with the NPFA. In addition, the Ministers were influenced by the fact that, "...$240,000,000.00 per annum was spent on illness at the present time...".[62]

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[60]Eisenhardt's influence was again recognizable. He had achieved prominence from his programme even if he was no longer a working part of it. By continually speaking to the Government and to the provinces it was no wonder that Eisenhardt was recognized as the ideal person for Chairman of the NCPF.

[61]Minutes of the Meeting. op.cit., p. 2.

[62]Minutes of the Meeting, op.cit., p. 3.

The replies soon came back. Prince Edward Island and New Brunswick said they would participate on the terms laid down at the previous meeting. Nova Scotia agreed that a great deal could be done; certainly more than at present. They would definitely agree if the plan was ,"...not exclusively a wartime project but a long term programme."[63] Quebec also replied but just to say that the matter was still being referred to the Provincial Secretary.

Ontario, as well, was discussing the matter further. Like Nova Scotia, Ontario believed the need "...of linking up nutrition, etc., in a physical fitness programme." was important.[64] Manitoba, Saskatchewan and Alberta found the plan very agreeable. Alberta thought that the plan would be a follow up to the health and recreation programme begun in British Columbia and later Alberta. Physical training, Alberta felt, should be made compulsory.[65] British Columbia was the only province whose reply was delayed.

This gave the Government the green light that it was seeking. The provinces mentioned gave their assurances that they were willing to cooperate. The amount of money granted

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[63] Summary of Replies. (N.A.-Box 526451, File No. 210-8-1).

[64] Ibid., p. 2.

[65] Ibid.

was, as already mentioned, $225,000. The distribution of the funds was on a per capita basis of the province. Each province would receive money if it would match the amount put in by the Government. It was a dollar-per-dollar plan but with a limit imposed by the population and the initial amount of money in the Act. Each province was to receive the amounts indicated in the following table:

PROVINCE	POPULATION CENSUS 1941	PERCENTAGE DISTRIBUTION POPULATION	PROPORTIONAL AMOUNT OF FINANCIAL GRANT
Prince Edward Island	95,047	0.827	$ 1,861.00
Nova Scotia	577,962	5.030	$11,317.75
New Brunswick	457,401	3.981	$ 8,957.50
Quebec	3,331,882	28.999	$65,248.00
Ontario	3,787,655	32.966	$74,173.75
Manitoba	729,744	6.351	$14,290.00
Saskatchewan	895,992	7.798	$17,545.75
Alberta	796,169	6.929	$15,590.50
British Columbia	817,861	7.118	$16,015.75[66]

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[66] Talk by MacKenzie. (N.A.-Box 526451, File No. 210-8-1).

This plan was part of a National Health Insurance Scheme.[67] MacKenzie said:

> The Advisory Committee on Health Insurance has recommended that a national health insurance scheme should be provided for a series of ancillary grants to the provinces by way of financial assistance towards a half-dozen specified types of public health services. One, as has already been mentioned, is a physical fitness programme especially for young people.[68]

MacKenzie urged that the Special Committee on Social Security should move quickly.[69] The National Physical Fitness proposal, he hoped, should be considered separate from Health Insurance. The reason for this was that the Health Insurance Scheme would require both the Dominion and Provincial parliaments to ratify the plan. This could take over two years and as MacKenzie put it:

> The need, however, for a programme of physical fitness has been brought home to us by the war, and it is one that could be organized quickly.[70]

MacKenzie stated that Canada was mainly interested with the élite and the numbers of our young people "...directly

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[67] A National Health Programme was not announced until May 14, 1948.

[68] Talk by MacKenzie. (N.A.-Box 526451, File No. 210-8-1). p. 6.

[69] Ibid., p. 7.

[70] Ibid., p. 6.

affected are astonishingly small."[71] Under this programme sports would be aimed at the masses:

> Instead of one youth who can run one hundred yards in ten seconds, we would like to see thousands who can run that distance in twelve seconds. Instead of a small number of marathon swimming champions, we would like to see every young person able to swim for fifteen consecutive minutes.[72]

Other areas that Mackenzie encouraged were physical education in the schools, the connection of physical fitness with commercial and industrial establishments, and training of instructors. It was unfortunate that more of Mackenzie's "clarifications" were not included in the body of the Act. The lack of clarity was eventually to be the main reason for the downfall of the Act itself.

On March 16, 1943, the proposed draft bill for the promotion of physical fitness in Canada was discussed and it was decided to go ahead with the plan for physical fitness.[73] Parts of Europe, Australia, New Zealand, Great Britain, and the United States had already begun such programmes. The Minister, MacKenzie, had been impressed with the Pro-Rec movement. Since much of this programme was based on the European system and since it had done a great job for the unemployed youth of the depression period,

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[71] Ibid., p. 8.

[72] Ibid.

[73] Special Committee on Social Security, Minister of Proceedings and Evidence, No. 1, p. 1.

MacKenzie thought the European system of physical education might be suited for Canada. For as he said:

> Whether this European type of physical education is entirely suited to the genius of all our peoples may be questioned, but it certainly was a success in British Columbia.[74]

On March 19, J.J. Heagerty reported to the Special Committee on Social Security.[75] He outlined the basic construction of the plan, its history and background, the object, and the method of operation. Earlier on April 30, 1942, Heagerty wrote MacKenzie discussing Australia's National Fitness Act. It was one of the models that Canada followed.[76]

On May 27, 1943, both Dr. E.S. Ryerson and Dr. A.S. Lamb presented briefs on physical fitness to the Special Committee on Social Security.[77] Dr. Lamb told the Committee that a physical fitness change for the country would take a long time. The Committee wondered how Germany through its "Strength Through Joy Movement" could cause physical change so quickly: Mr. Fulford, a member of the Committee, replied:

> Perhaps this cannot be done overnight; perhaps we cannot use the practices of reconstruction

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[74] Ibid.

[75] Ibid., No. 2, pp. 59-61.

[76] Letter. (N.A.-Box 526451, File No. 210-8-1, Vol. III.).

[77] Special Committee, No. 14, op. cit., pp. 382-397.

> or the methods of compulsion used in Germany, but to me it does prove what can be done by proper physical education.[78]

Eisenhardt also had probably given a brief to the Security Committee. Hansard reported that "excellent evidence was given before the Committee by gentlemen from the universities of McGill, Toronto, and McMaster, and also by one gentleman who is interested in this work in a practical way in British Columbia.[79] It is highly probable that the "one gentleman" referred to was Eisenhardt.

After all this discussion and planning the NPFA was proposed to the House for consideration:

> That it is expedient to introduce a bill to provide for the promotion of the physical fitness of the people of Canada, the constitution of a National Council on physical fitness to carry out such purpose, the establishment of a special account in the consolidated revenue fund out of moneys appropriated by Parliament and the disbursement from each account of monies required for the purposes of the Act, including grants to the provinces under agreements that may be entered into.[80]

Unusual as it may have seemed at the time, there was no opposition to the Act. Even opposition members like Mr. Gordon Graydon, leader of the Opposition, were in favour of this type of scheme.[81] Mr. MacKenzie emphasized the fact about the standard of physical fitness among Canadians

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[78] Ibid., p. 405.

[79] House of Commons Debates. July 21, 1943, p. 5188.

[80] House of Commons Debates. July 19, 1943, p. 5038.

[81] Ibid., July 21, 1943, p. 5189.

as shown by the recruiting reports.[82] One of the few suggestions for change was given by Mr. Graydon. He indicated that the government should, "...make it possible to provide the means whereby such a programme can be properly carried out,"[83] and wanted the Government to provide more funds for the Act. Apparently the Government did not want to commit itself until all the provinces joined. Then it planned to change the amount of money in the Act. This later caused a problem because the NCPF could not operate with such a small budget.[84]

Bill No. 138, was read for the first time on July 21, 1943. It was also read the second time and concurred with.[85] The House went into committee and discussed each section of the Act. It was interesting to see under what conditions the members of parliament ratified the proposal. Few if any, changes were made but the questions raised were important. The committee unknowingly raised the basic questions that eventually were the basic problems of the Act.

Section One was immediately agreed to.[86] There was no discussion about the term "physical" or any other suggestions for name change. Section Two centred around questions

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[82] Ibid.

[83] Ibid.

[84] In 1945, Ian Eisenhardt tried to amend the Act and in 1947, J. Ross tried as well.

[85] House of Commons Debates. July 21, 1943, p. 5192.

[86] See Appendix 1 for details of the Act.

related to the National Director. He was seen as a specialist in physical culture. The members also asked which of the provinces would be entering into agreement. The reply was an indefinite "...none have said they wouldn't."[87]

Section Three dealt with appointments on the Council. It was agreed that appointments would be made on a geographical basis. This carried the connotation of being a provincial appointment for each province in agreement.

Section Four singled out the duties and powers of the Council. The important question raised here was whether this would be enough money to operate the Act in Canada. MacInnis, M.P., wanted to know what could really be done with so small an amount and Mr. MacKenzie replied that the amount of money was at least a beginning. Apparently, the Government was considering this to be a pilot project before embarking on a more comprehensive programme.[88] The amount of money was a problem in itself. Based on a distribution by population, it did not really give a large amount of aid to the smaller provinces. This was a later concern when, some provinces did not enter into agreement

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[87] House of Commons Debates, July 21, 1943, p. 5194.

[88] Ontario and Quebec's money was never used until they would agree to the agreement. This amounted to $139,400, over half of the total budget.

because the amount of money was very low and those who had entered into agreement thought their amount would soon be raised.[89]

Sections Five through Twelve were agreed to very quickly. Section Six was the only one to receive disagreement. This section, as mentioned in a reply by Mr. MacKenzie, was to provide such things as gymnasiums and playing fields.[90] Section Thirteen was amended so that the Minister had to give the House of Parliament a report on the operation of the NPFA.[91] Section Fifteen was agreed to.

After being read the third time by the House, the Bill was then given to the Senate for its approval. On July 22, 1943, the Senate gave first and second reading to Bill 138, an Act to establish a National Council for the purpose of promoting Physical Fitness.[92]

Although the Senate amendments were extensive, they did not change the Act to any degree. Its amendments were sent to the House on July 23.[93] On July 24, the House of Commons agreed to the amendment and gave Royal Assent to

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[89] House of Commons Debates, July 21, 1943, p. 5196.

[90] Ibid., p. 5197.

[91] Debates of Senate, 1943-44, p. 371.

[92] Journals of Senate of Canada, Vol. LXXXIII, 1943-44, pp. 322-328.

[93] Ibid., p. 342.

the Bill.[94] The National Physical Fitness Act (chapter 29 of the Statutes of 1943) came into force by proclamation on October 1st, 1943 and by Orders in Council P.C. 509, dated February 15, 1944, and P.C. 1394, dated March 2nd, 1944.

Thus in five days an Act was passed through the House. Its importance was well-understood because of the pressures of the time period. Even though it was well intended its lack of clarity was to cause many problems in the years to come.

Summary

Physical Fitness legislation was not unique to Canada. Great Britain, New Zealand, Australia and the United States had previously passed similar legislation. Canada had modelled her Act from the ideas of other countries, especially those of Great Britain. When originally promoted, the NPFA was linked in with the Government's Health Insurance Programme for the country. One of the major reasons for the immediate action that was carried out when the Act was brought to Parliament, was the number of rejections of Canadians from the services. This fact was greatly debated in Parliament from 1940 to the passage of

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[94] Ibid.

the Act. Undoubtedly the major reason for allowing the Act to exist was for the above disturbance. However, the Act was intended to be long reaching and cover more than just physical fitness. It was to include sports, games, recreation, drama, playgrounds, facilities and other related areas. Mass participation was to be an important part of the Act.

Unfortunately, due to the Government's failure to start the Act with proper structure, it was doomed. It was doomed because of the wording and doomed because the ideas that were inferred were not included in the Act itself. Distribution of the money on a population basis also did not help the Act. Yet, on July 24, 1943, the Act and the Council were given Royal Assent and the Bill was enacted.

CHAPTER IV

THE EARLY YEARS OF THE NATIONAL PHYSICAL FITNESS ACT 1943-1946[1]

With the passage of the NPFA the National Physical Fitness Council was formed. In order to induce the provinces to come into the programme, the Vocational Training Coordination Act was terminated on March 31, 1943.[2] In essence, this left the three provinces who had taken advantage of the VTCA (British Columbia, Alberta and Saskatchewan) without funds to continue their programmes. They had no choice but to join the NPFA, even though the amount of money they received would be less than before.

The Council consisted of "...not less than three members and not more than ten members."[3] Members could hold office for up to three years. Three would hold office for one year, three for two years and the remaining for three years. The Council could then be assured of having experienced and continuous members as part of the group.

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[1] A natural break in the Act follows the departure of Ian Eisenhardt from his position as National Director.

[2] N.A. - R.G. 29, Vol. 780, #124, D1-1-1.

[3] N.P.F.A., Section 3,1.

One of these members was designated by the Governor in Council to be the "National Director of Physical Fitness."[4] The Director was to be the only person to receive payment for services rendered.[5] The Council members would be reimbursed their travel expenses when coming to the meetings. These meetings were to be held twice per year. The basic duty of the Council was, "...to promote the physical fitness of the people of Canada..."[6]

Perhaps the most important item of the Act was Section 3:11. This allowed the Council to make its own rules for regulating its proceedings and the performance of its daily functions.[7] It was not until 1951 that the Council eventually challenged the Government and found it had executive rather than advisory powers. Although the Director was, in effect, working for the Government, he was to:

> ...perform such of the duties and exercise such of the powers of the Council as are

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[4] N.P.F.A., Section 3,6.

[5] Ibid., Section 3,7.

[6] Ibid., Section 4,1.

[7] Ibid.

> from time to time imposed upon or delegated to him by the Council and, if authorized by the Council, he may execute instruments and documents on its behalf.[8]

The Council had the potential to be very strong. It was not just an advisory group but an executive council that could control its own destiny. However, there were four main hurdles in the way. The first was the Minister, and under him the Deputy Minister. The Council worked through the Deputy Minister to the Minister. On many occasions the Deputy Minister chose not to notify the Minister until he was satisfied with its request. The Minister had final approval. Secondly, the Minister of Finance, under Section 9 of the NPFA, could stop money requests if he felt they were not under the objectives of the Act. Now there were two groups interpreting an Act that had no real definitions. Thirdly, any new appointments to the working staff of the Council had to be screened by the Civil Servants Commission. The Commission could question the right and importance of the Council when it came to hiring extra help. Fourth, there was the problem of the Department of Justice. This Department interpreted the Act and its legal functions. Its answers and explanations were law and had to be followed by the Council. It appeared that the Department of Pensions and National Health could partially ignore what the Council wanted even

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[8] N.P.F.A., Section 5.

though it was acting under an explanation from the Department of Justice.

These four problems were typical of Government bureaucracy. The "red tape" in Government was there to protect the Government. Yet it may have hindered and caused problems in the functioning of the Departments and the Acts they administer.

Problems more specific to the NPFA were the control of the sum appropriated by Parliament for the running of the Act, how it was divided amongst the provinces, and defining or making a behavioral definition of physical fitness. The $225,000 was a fund that could not be changed unless the Act was amended. This required a discussion by Members of Parliament. The Minister had to agree to such a change and then bring it before his colleagues. The Council had to work through its Minister. However, operating costs were a responsibility of the Department's budget and thus they did not have to have parliamentary approval by the Minister. These costs amounted to $25,000 per year and this could be raised with little trouble. It was not until 1950 that the appropriations for the administration of the Act were questioned. Since the fund was divided among the provinces based on a population basis it was difficult for smaller provinces and territories to operate. To change this took a major amendment. A definition was needed in

order for the Minister of Finance, Civil Service Commission, and the Department of Justice could agree upon what the Council was supposed to be doing. These enigmas were further complicated by the fact that the Minister would not progress with amendments on a single issue. He wanted all the amendments in the Act to be considered at once. When confronted with this, the Minister could still choose when he wanted to bring this to the attention of the House.

Perhaps it was prejudgment to say that the Minister had sole power. Legally this was so but in actuality the power was usually given to a Deputy Minister, who really enforced the Act and kept the Minister informed. The Council had to first convince the Deputy Minister of the urgency of its request. The Deputy Minister acted like a screening agency for the Minister. Therefore, when given only selected information, the Minister could not help but have only a partial picture of the workings of the Council and its Act. George Davidson, the Deputy Minister, was the filtering agency that the Council had to put up with, and clashes were frequent and long-lasting.

The Council was appointed by the Government, as was its Director. This may have been seen as a method of control so that federal policies could be forced upon the provinces. Since the Council worked very closely with the

provincial educational authorities, some provinces, especially such as Ontario and Quebec, may have thought this was an infringement upon their educational rights under the British North American Act. The B.N.A. Act gave educational rights to the provinces:

> In and for each Province the Legislature may exclusively make Laws in relation to Education, subject and according to the following Provisions: -
>
> nothing in any such Law shall prejudicially affect any Right Privilege with respect to Denominational Schools which any Class of Persons have by Law in the Province at the Union:
>
> 2. All the Powers, Privileges, and Duties at the Union by Law conferred and imposed in Upper Canada on the Separate Schools and School Trustees of the Queen's Roman Catholic Subjects shall be and same are hereby extended to the Dissentient Schools of the Queen's Protestant and Roman Catholic Subjects in Quebec:
>
> 3. Where in any Province a System of Separate or Dissentient Schools exists by Law at the Union or is thereafter established by the Legislature of the Province, an appeal shall be made to the Governor General in Council from any Act or Decision of any Provincial Authority affecting any Right or Privilege of the Protestant or Roman Catholic Minority of the Queen's Subjects in relation to Education:

> 4. In case any such Provincial Law as from Time to Time seems to the Governor General in Council requisite for the due Execution of the Provinces of this Section is not made, or in case any Decision of the Governor General in Council or any Appeal under this Section is not duly executed by the proper Provincial Authority in that Behalf, then in every such Case require, the Parliament of Canada may make remedial Laws for the due Execution of the Provisions of this Section and of any Decision of the Governor General in Council under this Section.[9]

Originally the NPFA was under the Department of Pensions and National Health. J.J. Heagerty, who was the Director of the Public Health Branch, had the NPFA placed under his Department. However, when this Ministry was remodelled in 1945, the NPFA was transferred to the Welfare Department under George F. Davidson, the Deputy Minister. J.J. Heagerty was against this type of move as evidenced by his letter to Dr. G.B. Chisholm:

> I hope this is only temporary as physical fitness bears no relationship to Welfare but is concerned with the prevention of physical defects and the creation of positive health. It is closely linked up with preventive medicine and health insurance through periodical medical examinations. There seems to be an impression quite unwarranted, that physical fitness in conceived exclusively with physical culture and sports. This is an erroneous conception.[10]

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[9] G.P. Browne. The Judicial Committee and the British North America Act. Toronto: University of Toronto Press, 1967, Appendix A, p. 196.

[10] Letter. August 17, 1945. (N.A. - R.G. 29, Vol. 822, File No. 210-1-1, Vol. 1).

It was interesting that Heagerty voiced his opinion so strongly. He had originally designed the Act for health reasons, but already, after only a few months, the Government had abandoned its relationship with health. Perhaps this is why a definition of physical fitness was greatly needed.

The man upon whom this problem fell was none other than Ian Eisenhardt. He was appointed National Director of the Council in June, 1944.[11] While in British Columbia Eisenhardt had enlisted in the Canadian Army in 1940 where he eventually rose to the rank of Major. In Vancouver, he was commissioned with the First Battalion Irish Fusilers. Late in 1941, he left the Department of Physical Education and Recreation for the National Selective Service and the Army. He was seconded to the National Selective Service and put in command of organizing war-time sports and recreation in Canada for war workers and their families.

During this time, he attended conferences in Ottawa and Toronto on behalf of Mrs. Rex Eaton, Assistant Director of the National Selective Service.[12] This Service was interested in keeping the industrial war workers physically

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[11] House of Commons Debates. July 4, 1946, pp. 3108.

[12] Letter: Eisenhardt to Mrs. Rex Eaton. April 21, 1943.

fit.[13] During his eight months with the Service, Eisenhardt set up Recreation plans for: Community Recreation, Individual Plant Recreation Club, War Worker's Children and Advancement of the Physical and Mental Welfare of War Workers and their Families. In addition, he gave papers at the Toronto and Ottawa Conferences.[14]

In 1943, he became the Canadian Army Sports Officer. His goal here was, through mass participation in sport, to have the army recruit ready for battle. He liked to culminate his mass participation in a military national championship. Boxing and soccer were two of the sports he relied upon.[15] Over 15,000 soldiers were involved in one of his National boxing tournaments.[16] Other sports included in his programme were cross-country, running, track and field, hockey, basketball and lacrosse. These were mainly for district competition and did not have national championships. The whole idea of his programme

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[13] I. Eisenhardt. "Fitness for Victory." Canadian Congress Journal. Vol. XXI, No. 12, December, 1942, pp. 41-43.

[14] Letter: Eisenhardt to Mrs. Rex Eaton. April 21, 1943.

[15] Khaki: The Army Bulletin. Vol. 2, No. 25, April 24, 1944.

[16] Official Programme. Canadian Army Boxing Finals. May 4, 1944, p. 1.

were cross-country, running, track and field, hockey, basketball and lacrosse. These were mainly for district competition and did not have national championships. The whole idea of his programme was aimed at getting away from dull drill and the old "PT" routine. The slogan adopted by Eisenhardt and the Army described his goals for the programme. The slogan was, "To Make the Fighting Soldier Fighting Fit."[17]

Eisenhardt continually kept himself known to the Government. He consistently wrote to the Government asking questions and offering suggestions. A typical letter was written to Ian MacKenzie on September 18, 1943. Eisenhardt wanted to know if the Government would allow the Army to benefit from the newly acclaimed NPFA. His programme for recruits would be "...a physical training and sport and games programme, all across Canada, Summer and Winter, which young people could attend three or four months before actual enlistment in the Army."[18] MacKenzie replied, after conferring with J.J. Heagerty, that the Army was "...not an organization established by a province for the purpose of the Act."[19] Therefore, this would exclude the organization proposed by Eisenhardt.

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[17]Official Programme. Canadian Army Boxing Finals. May 4, 1944, p. 1.

[18]N.A. Box 526451, File 210-8-1, Vol. 2.

[19]Letter: J.J. Heagerty to MacKenzie. September 22, 1943. (N.A. Box 526451, File 210-8-1, Vol. 2).

Eventually, Eisenhardt was granted indefinite leave of absence to assume the post of National Director of Physical Fitness. S.B. Carey, a chaplain in the Canadian Army, became his technical assistant. In November, 1943, he was appointed to the Army's sport organization. This was probably the reason that Eisenhardt picked him for his assistant. MacKenzie, Minister of Pensions and National Health, was a Member of Parliament from Vancouver. He was very well-informed about Eisenhardt because his riding was one of the major areas of Pro-Rec involvement. So when the NPFA was discussed and a leader for the Council was needed, MacKenzie knew of a natural choice. Since this initially was a war-time involvement, it was essential to have as the Director of the Council a person who was equally skilled as a military and recreational person. Eisenhardt was the natural choice as he fulfilled both requirements. When asked by Mr. Church, M.P., how the appointment of Eisenhardt was made, Mr. MacKenzie replied:

> Eisenhardt was selected from a group engaged in the field of sports, games and recreation, as the person whose training and experience, together with his actual achievements, qualified him best for the post.[20]

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[20] House of Commons Debates, June 15, 1944, p. 3861. Undoubtedly, MacKenzie wanted a Westerner to run the program because it was the West that was young and more readily able to cause change.

To aid Eisenhardt, a Council was appointed. Initially, one member from each province was appointed. Prince Edward Island was the last province to have a member appointed. The Government appointed a representative from each province in the hopes that each province would soon join in agreement to the terms of the NPFA. In turn it was hoped that these appointed members would sell the programme to the provinces. The original members were:

> W. A. Wellband, Esq., Regina, Saskatchewan
> Arthur A. Burridge, Esq., Hamilton, Ontario
> Dr. Jules Gilbert, Quebec, P. Q.
> Jerry Mathison, Esq., Vancouver, B.C.
> Joe H. Ross, Esq., Calgary, Alberta
> Dr. W. C. Ross, Halifax, Nova Scotia
> Minot Brewer, Esq., Fredericton, New Brunswick
> R. Wray Youmans, Esq., Winnipeg, Manitoba
> Major Ian Eisenhardt, Ottawa, National Director of Physical Fitness.[21]

Many were members and active supporters of the Canadian Physical Education Association. Since most of these people, in the end, were in charge of physical education and recreation in their provinces, they were able to try and enforce many of the resolutions passed by the Council.

Eisenhardt was a very busy director. He saw his position as being mainly involved with information and promotion. In order to try to spread his ideas, and those of the Council, he tried to associate with groups

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[21] Special Committee on Social Security. Minutes of Proceedings and Evidence. No. 1 - Feb. 24, 1944, to March 1, 1944, p. 1.

that had a direct relationship to the Council and physical activity. Eisenhardt had been Secretary-Treasurer of CPEA in 1937-39. During the same period he was also the president of the British Columbia chapter of the CPEA. Eisenhardt hoped, and even tried to control the CPEA so that it would become his Council's spokesman to the masses. Working through CPEA he would have had a better vehicle to convince the provinces of the Council's beliefs. The CPEA would convince the provinces that the Council and its ideas were not Government ideas and Provincial autonomy would not be infringed upon. In the end this did not work as both the Council and the CPEA remained autonomous.

After the first meeting of the Council, it was agreed that the second meeting should convene at the same time as the CPEA conference in Winnipeg.[22] Lamb wrote to Eisenhardt saying that the CPEA would render "...their fullest cooperation".[23]

This first meeting of the Council was held on May 23-24, 1944, in Ottawa.[24] By this time, L. W. Shaw, from Prince Edward Island, was added to the Council, and each

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[22]Bulletin No. 1, The National Physical Fitness Act. Meeting of the National Council on Physical Fitness, May 23-24, 1944, p. 12. The Council held another meeting before the Winnipeg Conference. So both organizations eventually got together during the Council's Third Meeting.

[23]A.S. Lamb and J.G. Lang. Canadian Physical Education Association Bulletin. March, 1944, Vol. II, No. 3, p.6.

[24]Bulletin, No. 1, op. cit., p. 8.

province now had a representative. Dr. J.J. Heagerty was present to act in an advisory capacity as he had engineered the Act. Eisenhardt opened the meeting and tried to show the vastness of the field with which they had to contend. Each member then presented a short paper on the problems of his province.

During the meeting the Minister of Pensions and National Health, Mr. MacKenzie, addressed the Council. He paid tribute to Dr. Heagerty and gave his ideas as to the path the Council would have to follow and identified those areas with which he felt the Council would be involved:

> The Physical Fitness programme must be regarded in the broadest way, as health, nutrition and physical fitness are all bound up together. Malnutrition is a challenge to the people of our Dominion. So is physical fitness a challenge to Canada. Your work will be of the greatest value in solving the problem of rehabilitation.[25]

The Council attacked its problem, physical fitness, directly and quickly. Its area of concern can easily be seen in the twenty-eight resolutions passed. These resolutions are given intact so the reader can see the vastness of the field that the Council was considering. Also some of the resolutions show why some of the provinces felt their autonomy was being infringed upon:

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[25]Bulletin, No. 1, op. cit., p. 13.

(I) That the Committee on legislation study the National Physical Fitness Act with the object of recommending amendments to those sections of the Act which may, in the opinion of the Committee, require clarification.

(II) The Council envisages the National Physical Fitness Act to apply to all Canadian citizens, boys and girls, men and women, old and young, crippled children and disabled veterans.

(III) The Council stated its willingness to co-operate with and assist all agencies interested in Physical Education, recreation, cultural activities (art, music and drama) and sports.

(IV) That every means of publicizing the policy and objectives of the National Physical Fitness Council be studied and authorized, for example, through Canadian Press, radio, National Health Bulletin, daily and weekly papers, and the Bulletin of the C.P.E.A., and that a Bulletin of the National Council on Physical Fitness be issued.

(V) That standing committees be set up in a wide selected list of topics.

(VI) That the Council endorse the interpretation of physical education as presented in the Report of the Physical Education Committee of the British Medical Association which says: "The aim of physical education is to obtain and maintain the best possible development and functioning of the body, and thereby to aid the development of mental capacity and of character. The mind and body are so essentially ONE that the divorce between them in what is commonly called education appears as unscientific as it is pronounced. However brilliant the intellect, a neglected body hinders the attainment of the highest capacity possible to an indidivual; and, conversely, the maintenance of the best possible functioning of the body must react as a beneficial mental stimulus."

(VII) The Council urges all communities to set up their own Physical Fitness Programme in co-operation with the Provincial and Dominion Councils.

(VIII) The Council realizing the lack of recreational opportunities in rural areas urges that Provincial Councils give special attention to this aspect of the subject of Physical Fitness.

(IX) The Council urges Industrial Organizations to create recreational opportunities for their employees.

(X) The Council believes that every university should conduct a required Physical Fitness Programme for all students and that a degree course should be established in physical education.

(XI) The Council recommends to the Federal Minister of Justice and Provincial Attorney Generals that appropriate Physical Training Programmes be introduced in jails and reformatories which have none at the present time.

(XII) The Council urges Provincial Departments of Education to provide adequate physical training for every child of school age as most essential in the whole of picture of National Physical Fitness.

(XIII) The Council recommends that all school boards consider placing their facilities at the disposal of responsible community organizations in the interest of National Physical Fitness.

(XIV) The Council will do all in its power to stimulate Youth Hostelling, hiking and camping.

(XV) The Council decided to draft a statement urging universities and Departments of Education to establish Recreation Leadership Courses.

(XVI) The Council recommends that the establishment of a College of Physical Education be considered.

(XVII) The Council decided to prepare a series of pamphlets of topics relating to National Physical Fitness to be distributed to all interested agencies and individuals.

(XVIII) The Council decided to do all in its power to foster and encourage national activities in all matters relating to physical fitness.

(XIX) The Council considered that knowledge of swimming and life-saving is essential to all citizens and recommends, where facilities and leadership are available, these skills should be taught immediately, and, where facilities are not available, a campaign for such facilities should be started.

(XX) The Council endorsed the principle of more active home, family and neighbourhood recreational programmes.

(XXI) The National Physical Fitness Act calls for the establishment in each participating province of a Provincial Advisory Councils, commissions, committees, etc., be representative of the interest involved.

(XXII) As many excellent leaders of physical fitness and recreation are serving at present in His Majesty's Services, the Council recommends to the Hon. Minister of Pensions and National Health the creation of a post-war employment pool and also recommends that the responsible Provincial Departments use this source of potential leaders.

(XXIII) The Council affirmed its faith in our Canadian Youth and believes that a sound Physical Fitness Programme will provide wholesome outlets for their energy.

(XXIV) Whereas there appears to be a great need and demand for authentic information regarding community facilities to give effect to the National Physical Fitness Programme, therefore be it resolved that the question of standards and equipment related to playgrounds, playing fields, gymnasia and swimming pools be referred to a Standing Committee of this Council to study and report on at a subsequent meeting.

(XXV) That the Council approach the Crown Assets Corporation urging that in disposing of sports equipment and facilities at the end of hostilities, the National Council on Physical Fitness be given priority in the purchase of same.

(XXVI) That the standing committee on Secondary School programmes devise suggested changes in the context of the Physical Education curriculum in order to stress the injunction "toughen them".

(XXVII) The Council accorded a unanimous vote of thanks to the Honourable, the Minister of Pensions and National Health, Ian A. MacKenzie and to Dr. J. J. Heagerty, Director of National Health Services for their pioneering work in the field of Physical Fitness.

(XXVIII) Resolved that the Council meet again in Ottawa about the last week in August.[26]

Its overall concern was to let Canadian people know about "...measures designed for the improvement of National Physical Fitness."[27]

It can easily be seen that in order to accomplish these tasks it would take a great deal of manpower and money. The members on Council would have to become fully paid and work full time to accomplish what was resolved. Indeed, the Council, through comments made by Heagerty, was under the assumption that more funds would be made available.[28] MacKenzie's speeches also gave rise to this same assumption.

The second meeting was held before the CPEA convention in Winnipeg, on August 29-30, 1944, and it also was instrumental in setting policy for the Council. The National

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[26] Bulletin, No. 1, op. cit., pp. 15-16.

[27] Ibid., p. 114.

[28] Ibid., p. 11.

Director was given the power "to act for or in place of the Council..."[29] Perhaps this was one reason why Eisenhardt sometimes made announcements that were not agreed upon by the Council or by the Minister.[30]

A basic problem with the agreement terms was that a province had to sign a written agreement between that province and the Government. The Council thought that this agreement could be construed as trespassing on the powers of the Provinces with respect to Education. Education was a provincial right and the Council felt that Section 4 of the Act may lead to misunderstanding and thus defeat the purpose of the NPFA.[31] Therefore, the Council passed a resolution that an agreement could be reached after an exchange of letters "...between responsible Ministers of the Dominion and respective Provinces."[32]

Also during this meeting, the Council showed interest in the Canadian Universities and Colleges. The Council asked that degree courses in Physical Education be established, that Physical Education be given to all students

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[29]Bulletin, No. 3, Minutes of the Second Meeting. August, 29-30, p. 144, p. 10.

[30]One announcement was made on February 20, 1945 that the Government would become involved with Sport. It met much resistance by sports people.

[31]Bulletin, No. 3, op. cit., p. 11.

[32]Ibid.

and that short courses in Recreation Leadership be inaugurated.[33] The Director was to draft a letter to all Provincial Departments of Education urging the acceptance of these three suggestions.

Later, Eisenhardt reported that the response to his letter was highly gratifying. He was confident that degree courses would be established, or already underway at universities in the West, Maritimes and Central Canada.[34] At the time, the University of Toronto had a degree course and McGill University of Toronto had a degree course and McGill University had a diploma course. The Council made a "Standing Committee on Leadership Training" which was to prepare a guide for the setting up of a model curriculum for the University.[35]

Alberta, in 1946, was one of the first provinces to adopt a course in physical education. Joe Ross, the Member on the Council from Alberta, showed that he had been helping to establish one of the Council's goals at the University of Alberta. Eisenhardt replied to Joe Ross saying:

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[33] Ibid., p. 12.

[34] Physical Education degree courses were established at the University of Toronto, 1940, and McGill University, 1942.

[35] Bulletin, op. cit., p. 12.

> I see the four Western University Presidents have agreed to make this one course serve the West. You deserve great credit for your part in bringing this about.[36]

The third important resolution which was passed during this meeting was to ask officials of the Canadian Sports organizations to establish national competitions. This was important because eventually the Council was able to bring members from different sport organizations together to discuss common problems. In addition, the Council passed resolutions related to organization, pollution, parks and playgrounds, National Folk and Sports Festivals, camping and arts and crafts. This again showed the wide reaching scope of the term "physical fitness".

On November 2-4, 1944, the third meeting of the Council was held in Winnipeg. Earlier in February Eisenhardt had received a letter from Jack Lang, president of the CPEA.[37] Lang was worried that if the Association's convention was held in Winnipeg no one would attend. He wanted to make sure that the NCPF would meet with them. If it would, he thought more people would turn out. At a meeting in March, the CPEA pledged to support the NCPF.[38]

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[36]Letter. February 12, 1946.

[37]Letter. February 19, 1944. (N.A. Box 526451. File No. 210-8-1, Vol. 2).

[38]Canadian Physical Education Bulletin. March, 1944, Vol. II, No. 3, p. 6.

This had been the Council's plan for a long time. During the Convention, the Council met with the Executive of the CPEA in order to come to a clear understanding of what the policy of the Council was and what it was endeavouring to achieve.[39]

Eisenhardt travelled a great deal in order to try to promote National Physical Fitness. In a letter sent to Brooke Claxton, he reported that he had visited over 70 places and given more than 140 addresses, conferences, inspections and meetings. This all took place between May, 1944 and March, 1945. He had visited from coast to coast and into the United States. Big and small places were all part of his travels. Charlottetown, Truro, Ste. Agathe, Smith Falls, Port Arthur, Winnipeg, Raymond, Edmonton, Nelson, Vancouver and Washington, D.C. were only a few of the places he visited. Eisenhardt attempted through his travels to bring the National Physical Fitness policy to all Canadians regardless of geography.[40] Throughout his travels he constantly talked about sport for the masses:

> Good clean sport would be all the better if the schools and colleges took it up on a

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[39]Minutes of the Third Meeting. November 2-4, 1944, p. 4.

[40]N.A. R.G. 29, File No. 210-1-11, Vol. 1, 1945, p. 18. His travelling did not stop during the following 1945-46 fiscal year. During this time, his expenses came to $3,749.23. This was almost equal to his salary of $5,000.00. House of Commons Debates. July 4, 1946, p. 3108.

> mass scale, rather than attempting to develop winning teams, ...[41]

One of Eisenhardt's more unpopular moves was an announcement which he made on February 20, 1945. He explained that:

> The National Physical Fitness Branch of the Federal Health Department will in the future serve as a link between Canadian Sports organizations and the Government....We will serve as the mouth-piece of sports to the government...Previously, sports organizations had no direct link with the government, but with the competitive contests forming an integral part of the physical fitness programme, it was felt such a link should be established.[42]

Major Eisenhardt wanted sport organizations to write to him and suggest how the Government could further help.[43]

This announcement was immediately followed by cries across Canada. Why did this occur? Perhaps the psychological force of the War and the continued involvement of Canadians led to this development. Possibly, Eisenhardt was frustrated by his attempts to make the NPFA a working and useful piece of legislation. Control and advancement can come easiest from a central organization and the Federal Government was the only organization involved that

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[41] St. John Telegraph, New Brunswick. January 10, 1945.

[42] New Glasgow Eve News. Nova Scotia. February 20, 1945.

[43] The Leader Post, Regina, Saskatchewan. February 21, 1945, p. 12. Also see: Montreal Star, February 21, 1945; Saskatoon Star-Phoenix, February 21, 1945; Toronto Globe and Mail, February 22, 1945.

could provide assistance at the time. Provinces did not want to carry the torch of fitness by themselves. Conceivably, the announcement may have beeh Eisenhardt's own feelings and not the real feelings of the Government. Eisenhardt had come from a socialistic country and it was a shock for him, "...to face a country and people totally devoted to 'private enterprise' and selfish beyond belief."[44] Perhaps because of this reason, he felt, Government control was an everyday affair.

However, in Canada the sport writers and editors were not at all enthused about his announcement. Tony Allan, sports writer for the Winnipeg Tribune wrote:

> Canadian sportsmen cannot afford to spurn any genuine offer of help, but this Eisenhardt proposal looks suspiciously like an attempt by the government to regiment sports. Most sports organizations have conducted their affairs very successfully without government aid or dictation. In the war years, they have co-operated with the government and done everything asked of them.
>
> If ever a situation arises where they need go to the government for assistance, why should they have to clear it up with the major?[45]

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[44]Letter to the author from Ian Eisenhardt. March 7, 1972.

[45]Winnipeg Tribune. February 21, 1945, p. 12.

Bobbie Rosenfield of the Toronto Globe and Mail was also one of many opposed to the theme which they presumed was contained in the announcement.

> Frankly, we as one of those observers who believe that sport and politics are two different breeds of cats and don't mix. Sport doesn't need a mouth piece, in the basic sense, to the Government. What sport does need is a little help in expanding its own organization so that it may be in a position to interest more people in athletic pursuit.[46]

Some writers like Dave Dryburgh, of the Regina Leader Post, were afraid that Canada would follow the footsteps of Germany. If the youth of Canada were controlled by one man or one group, it was conceivable that anything could happen.[47] Tony Allan of the Winnipeg Tribune also speculated that "...physical culture and sports are not the same thing."[48] The writers felt that Eisenhardt should spend more time in educating the public as to the Council's aims and objectives.

Eisenhardt's announcement had hit a nerve! The Government had not yet become involved with nation-wide programmes like the Health Insurance or other similar projects. The reaction of the sports writers was nation-

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[46] Toronto Globe and Mail. February 22, 1945, p. 14.

[47] The Leader Post. Regina, February 21, 1945, p. 12.

[48] The Winnipeg Tribune. February 21, 1945, p. 12, Eisenhardt's scrapbooks (N.A.) include reports from newspapers which are written in all parts of Canada from British Columbia to the Maritimes.

wide. Perhaps even when the NPFA was announced the press coverage had not had such a far-reaching effect. Eisenhardt waited for ten days before he issued a statement to the press:

> ...that the Federal government had never suggested that there be interference with Canadian sports organizations during the carrying out of provisions of the physical fitness act...Although he had been "panned" by many sport columnists throughout the Dominion for the statement, it had brought out "many interesting comments and suggestions, very much constructive criticism and much food for thought."[49]

Also in the statement was a remark as to the purpose of the physical fitness branch, of the department of National Health and Welfare. The branch had been established to "...explore all the avenues whereby sports, games, physical education and recreation could assist in developing a better standard of health."[50] Eisenhardt's own feelings about his actions were as follows:

> Now to the statement and the retraction; the same private enterprise feeling, I talked about, was dominating all thinking, not alone in money matters, but in everything evil (do not forget, that socialism in those days, in Canada at least, was on the same level as communism) ...I did believe that the P.F.C. could be a link between private sport

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[49] The Winnipeg Tribune., March 2, 1945, p. 21.

[50] Ibid.

> associations and Government department, and as I had the ear of the Government, we should be able to achieve something. Today, this is an acceptable idea, but then ...oh, oh...no sooner had I made the statement, than the scribes across the country called me all kinds of names, "New Sport Tsar in Ottawa", "Dictatorship in Sport", "Canada's Kraft durch Freude to train you for war", etc.
>
> So in order to soft soap these boys, whom as you well know could easily wreck our scheme, I played down the statement, what I said, I cannot remember, but wherever I went across the country, I always had to have long meetings with sport editors, to explain the democracy in my intentions.
>
> Do not forget, that every little president of a National Sport Organization was a little king and self-perpetuated (bad English) by being re-elected by the same clique, year after year, to the detriment of our young people.[51]

The department of National Health and Welfare had federal agencies working with nationally organized bodies and provincial agencies with their provincial counterparts. However, except for Paxton's 1937 announcement about the establishment of a Ministry of Sport for Canada, no direct link had been established between Government and sport, although now overtones had been set.

After the criticism Eisenhardt received from the public, and after he made his reply, he thought the matter was finished. However, Brooke Claxton sent a memorandum

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[51] Letter to the Author. March 7, 1972.

to Chisholm saying "...Major Eisenhardt should stick to the job now and not go roving around the country."[52] The Government was not satisfied with Eisenhardt. Eisenhardt had not discussed this matter with Deputy-Minister Chisholm or Minister Claxton and this upset the Minister:

> No doubt he was acting with good intentions, but I would think that he would get greater results if he acted with more mature judgement. In any event, he must keep within the scope of his authority if he is to remain with this Department.[53]

Claxton ended his letter with a direct command for Chisholm to "...take this up with Eisenhardt or I will take it up directly."[54] The Minister took the response of the press as an indication that the Council members were not as popular as it seemed. He thought changes would be in order.[55] These statements showed that as long as the members were appointed by the Government they were not free from repercussions. Yet this was to be a Council free from Government involvement. Perhaps the provinces were right when they feared Government control. Announcements like Eisenhardt's did not help to sell the NPFA to Ontario and Quebec who were already afraid of infringements of their rights.

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[52] Letter. February 27, 1945 (N.A.-R.G. 27, Vol. 780).

[53] Letter. March 23, 1945 (N.A.-R.G. 29, Vol. 780).

[54] Ibid.

[55] Ibid.

As cited earlier, one of the major problems with the NPFA was that no clear interpretation of "physical fitness" was ever given. Eisenhardt made it one of the Council's functions to interpret this term. During the fourth meeting the Council resolved:

> ...that the Council interprets, physical fitness to mean the best state of health to which has been added such qualities as strength, agility and endurance, as are necessary for a life of maximum service to one's family and country. Further, that although the purpose of the Act is to develop the physical fitness of the people of Canada, this Council stresses the four-fold nature of fitness, which is spiritual, moral, mental and physical, and that total fitness must originate in the home, the church, the school and the community. Further, that where local physical fitness programmes are established, although government sponsored, these programmes should be a community enterprise, locally directed.[56]

Although still a very difficult concept to handle, the Council had finally made an attempt to interpret physical fitness. It was still, however, very subjective as the terms "spiritual, moral and mental" were very difficult concepts to define. Fitness was more than just physical in its structure. This was very important as the Council was trying to show the public how comprehensive fitness really was. Even though they had tried to interpret physical fitness the old connotation of "physical"

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[56] Minutes of the Fourth Meeting. Victoria, B.C., April 5-9, 1945, p. 9.

was still identified because the term had not been changed. This was later to become a problem.

As well, the Council endeavoured to make amends to the sport organizations by stating that the fitness programmes should be community operated and controlled, even though they were sponsored by Government funds. The term "fitness", as opposed to physical fitness, appeared more often in Council reports. The spiritual, moral and mental qualities of fitness were part of the non-measurable aspects of sport, recreation, physical activity and physical education.

At the same meeting the Council tried to do something about the low level of financial support that the Government had supplied to them. During 1945 the provinces received about two cents per person in their province. The Council asked for ten cents per capita of population.[57] This would increase the total potential amount to over $1,000,000 per year.[58]

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[57] Minutes of the Fourth Meeting. Victoria, B.C., April 5-9, 1945, p. 11.

[58] Earlier in April 21, 1945 the Council suggested that something should be done with the amount of money. It was recommended that the Government should "delete the words 'two hundred and twenty-five thousand' where they appear in the eleventh and twelth lines and substitute the words 'one million'." Suggestions by the National Council on Physical Fitness. (N.A.-R.G. 29, Acc. No. 71/270, Box 6, File No. (2-16-7).

It was hoped that having the amount increased would cause the provinces of Ontario, Quebec and New Brunswick to join.[59] Ontario and Quebec were eventually the stumbling blocks of the NPF movement. Without them in agreement the Government was reluctant to put more money into the Act.

This was not the first time that Eisenhardt and the Council had asked for more money. On January 22, 1945, Eisenhardt had asked that the financial committment be increased to $1,000,000 plus an additional $1,000,000. The initial $1,000,000 would be distributed as before but the additional $1,000,000 would be distributed in such a way that the provinces in need would receive $500,000 and the Council would receive the other half. This request was denied.[60]

During his travels Eisenhardt, who was under the assumption that the Government would soon give more money, was not adverse to dropping hints to the provinces about a coming increase. Since the provinces themselves were also under this assumption, from the Minister's conference held in 1943, they began to think about expanding their programmes. Provinces also began to put pressure on the

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[59]Letter. Eisenhardt to Minister. July 9, 1945. British Columbia, Alberta, Saskatchewan, Manitoba, Nova Scotia and Prince Edward Island had already joined.

[60]Letter. January 22, 1945. (N.A.-R.G. 29, Box 6, File No. (2-16-7).

Minister by writing directly to him. Manitoba conveyed the feeling that the NPFA did not provide enough funds and that Eisenhardt was "unintentionally" creating the impression that there was a large fund available.[61] Already this early in the Act, the provinces were spending more money than the Government. Most provinces were ready to expand their programmes and much was just waiting to be accomplished. Saskatchewan, specifically stated that it would not extend its programme unless the Government intended to assume some greater share.[62] T. C. Douglas, the Premier of Saskatchewan, wrote to Claxton reporting they were spending $75,000 and the Government was only contributing $17,500.

In July, 1945 Eisenhardt wrote to G. Davidson, the new Deputy Minister, requesting $50,000 to carry out the Council's duties. Again his request was turned down. Quite irate, Eisenhardt wrote to Davidson saying:

> If the Council was wrong in passing these resolutions and if I have been wrong in my various addresses which I have made to organizations throughout Canada, why were we not notified a long time ago? It would have saved a lot of embarrassment and it would not have placed me in such a bad light as an administrator of a Federal Act.[63]

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[61] Letter. H.G.T. Perry to Claxton. Oct. 30, 1944. (N.A.-Box 526455, File No. 214-3-15, Vol. 1).

[62] Letter: October 23, 1945, (N.A.-Box 526451, File No. 210-8-1, Vol. 2).

[63] Letter: July 13, 1945. (N.A.-Box 526451, File No. 210-8-1, Vol. 1).

Eisenhardt had recently told the Council during April 5-9 that more money would soon be available.

Again in October, 1945, Eisenhardt tried to suggest changes for the Act. Davidson told him that he was trying to find out if the Council was an advisory Council, and if it was then the Director should serve as the Secretary to the Council rather than as Chairman. Davidson was not happy with Eisenhardt's constant hounding. He told Eisenhardt to save his changes for the Spring Session.[64] In another letter, Davidson told Eisenhardt that his proposal in October had not been brought to his attention soon enough.[65] This was ironic as Eisenhardt had been communicating with Davidson since January of 1945.

Just previous to his October attempts Eisenhardt had received a letter from Joe Ross,[66] who was of the opinion that the NPFA was in danger of a serious set back. Firstly, the Act was not well worded or framed. Mostly it was ambiguous, especially when it came to defining the duties, powers and responsibilities of the Minister and Council. Secondly, the Council was handicapped by not knowing if it was an administration, (policy-forming body), or an advisory

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[64] Letter: To Eisenhardt from Davidson. October 17, 1945. (N.A.Box 526456, File No. 214-4-7, Vol. 1).

[65] Letter: October 26, 1945 (N.A.-Box 526451, File No. 210-8-1, Vol. 2).

[66] Letter: September 24, 1945 (N.A.-R.G. 29, Sec. No. 71/270, Box 6, File (2-16-7).

body (policy-approving body). This was why Eisenhardt suggested changes in the Act in October. Nevertheless, Eisenhardt was told to wait because of the second problem.[67]

After Eisenhardt's proposal in October, Davidson brought the matter to the attention of the Minister. He suggested that the allotted amount of money was inadequate and that it should be raised to $450,000.[68] The purpose was to attract Ontario and Quebec into the scheme. However, he was uncertain that Quebec might still not join. Davidson also included in this memorandum an administrative increase to $50,000.[69] This was the amount that Eisenhardt had asked for in July, 1945. Davidson wrote:

> ...include in this an item of at least a few thousand dollars which will enable us to print some pamphlets, prepare the odd film or display, and generally give us the tools to stimulate an interest in the National Physical Fitness Programme.[70]

The above quote sums up Davidson's reaction to the Council's repeated requests. Just earlier, on October 29, Davidson had sent a letter to Claxton saying that it was important "...to institute a more ambitious programme or else drop

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[67]Letter: September 24, 1945 (N.A.-R.G. 29, Sec. No. 71/270, Box 6, File (2-16-7).

[68]Memorandum. November 1, 1945 (N.A.-R.G., Vol. 828, File No. 214-2-15, Vol. 2).

[69]Ibid.

[70]Ibid.

the whole idea."[71]

On February 7, 1946 the Council received a distressing announcement. J. J. Heagerty, the father of the NPFA had died on Thursday, February 6, 1946. He did not live to receive the international recognition given to the Act by the United States, on April 30, 1946. A letter was sent to the Minister, Claxton, from C. H. McCloy of the American Academy of Physical Education. It said:

> This letter is a confirmation of a telegram, sent from St. Louis, the night of April 11, from the American Academy of Physical Education. The American Academy of Physical Education cites the Canadian Physical Fitness Act as pioneering legislation in the interest of human fitness.[72]

Eisenhardt continued to travel around the country promoting the NPFA. He visited every province with the exception of Prince Edward Island and conferred with provincial officials on matters pertaining to their recreational facilities and their physical fitness programmes.[73] He also visited New York and addressed the American Academy of Physical Education. The Council had agreed again to ask for more money. Eisenhardt wrote a letter to T. S. Phillips, acting Chief Treasury Officer,

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[71]Letter: (N.A.-R.G. 29, Vol. 823, File No. 210-8-1, Vol. 4).

[72]N.A.-Box 7, File D1-1-1d.

[73]Annual Report to the Minister. April 1, 1946, p. 4.

requesting additional funds.[74] The reply, again, was the usual "no".[75]

In September, 1946, frustrated and deluded, Eisenhardt resigned from the Council. He had decided to take up a position with the United Nations. In a letter written in 1971, he noted:

> In 1946 I was offered a post with the UN and hoping that I now could reach the WHOLE WORLD (peace through fitness, ha,ha) and having enlisted the support of Major General Brock-Chisholm, Director of the World Health Programme, I resigned from the Federal Government.[76]

Eisenhardt had been disappointed in what he had tried to accomplish. Canada had, as far as he was concerned, a great vehicle to aid the development of fitness and only the Government stood in its way:

> The Act made me a Cabinet Appointee as Chairman of the Board of Physical Fitness and a Federal Civil Servant as Director of Physical Fitness. As you can see, I was talking to myself most of the time. And, the Provincial Members of the Board were politically appointed, and in many cases had no idea of the immense possibilities of the bill presented to the people of Canada. And when you understand, that from the beginning Quebec and Ontario refused to participate, you will understand my dilemma.[77]

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[74]Letter. March 30, 1946 (N.A.-R.G. 29, Vol. 828, File No. 214-3-1, Vol. 1).

[75]Letter. April 3, 1946 (N.A.-R.G. 29, Vol. 828, File No. 214-3-1, Vol. 1).

[76]Letter to the author. October 25, 1971.

[77]Ibid., p. 2.

Frustrated, Eisenhardt decided that the United Nations may be a mecca where his ideas could catch hold. Perhaps the U.N. would be able to keep its promises and he would not find himself caught in a situation beyond his control.[78]

After he left, the position of Director was left open. This position was not filled immediately as the Government wanted to replace Eisenhardt with the "right person". Joe Ross accepted the appointment of Acting Director, with no salary. Dr. D. W. Plewes who had joined the Department in August, acted as his Administrative Assistant[79] and S. B. Carey continued as Technical Assistant. Plewes' role became an important one for she was placed in charge of the Physical Fitness Division. The Division was instrumental in communicating with the provinces. Under her, the Division became a resource-producing centre that distributed films, printed materials, and programmes across Canada.

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[78]This only lasted a short while as he found the U.N. even more powerless than the Canadian Government. He was later appointed Secretary to an International Commission on Education Rehabilitation with UNESCO in Paris. He came back to Canada in 1949.

[79]1946-47. "Annual Report of the Physical Fitness Division and the National Council on Physical Fitness to the Department of National Health and Welfare.", p. 79.

Summary

The early years of the NPFA were filled with attempts to try and make the Act become a working piece of Government machinery. The Council established its policies and tried, through the Director, to promote its aims and objectives in the provinces. Its Director, Ian Eisenhardt, endeavoured to promote the Council and Physical Fitness in Canada.

In his attempts Eisenhardt created greater antagonism against the Council than good will. This was because of his constant promises of increased revenue to the provinces. Eisenhardt was doing what he thought his job included and had tried to make promises based on his own job description. It was the Government that had caused the strife by not taking any deliberate actions.

The Council tried to interpret physical fitness in order that its ideas could better be understood by the public. It had also tried to change the wording of the Act and increase the revenues. However, until the Government would include these items in an amended Act, it would never carry any power. The Department of Finance and the Department of Justice could only interpret the Act itself, not the resolutions and interpretations placed upon the Act by the Council.

CHAPTER V

THE YEARS OF TRIAL

1946-1949

With Eisenhardt's departure to the United Nations and Joe Ross' ascending to the role of acting Director, the NPFC entered a new era. His position was only supposed to last a short time until a proper replacement could be made. In fact, it lasted almost four years.

Arising from the recommendations made during the fifth meeting (November 28-30, 1945), an amended bill had been prepared. This bill embodied the various points discussed in the Council meeting. It was to be discussed during the sixth meeting of the Council on October 15-18, 1946. The original draft was prepared by S.B. Carey.[1]

Mr. Curran, the legal advisor, thought it would be more prudent to draft a completely new bill, rather than try to make a series of amendments to the present Act.[2] There were a few changes in the new Act. The Council wanted to change the title, become an advisory rather than an executive body, emphasize the duties of Council and change the financial provisions.

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[1] Draft-Amendments to the Act. October 5, 1946. (N.A.-Box 526451, No. 210-8-2).

[2] Ibid.

The title of the Act was to be "The National Fitness Act." The purpose of this name change was to call the Act something that would be more in line with the present policies of the Council. The old term of "physical" was seen as too restrictive and was considered only one part of total fitness.

The Council structure was to be similar but it was also to include other people. These people would represent groups or organizations that would be concerned with fitness.[3] The Council hoped that more people would become involved with national fitness. If more people, working with all aspects of fitness were involved, then the job of promoting the Act would be much easier.

The amount of money designated to be spent was also to be changed. Each province was to receive an annual grant of $10,000.[4] This was to aid the basic organization structure in the province. Once this structure was set up in the province, administration of the Council's resolutions would be easier to accomplish. As well each province was also to receive "...an amount equal to one-half of the monies actually expended by each province in carrying out

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[3]Draft Amendments to the Act. October 5, 1946. (N.A. - Box 526451, File No. 210-8-2), p. 1.

[4]Ibid., p. 3.

such a plan..."[5] The total amount was not mentioned but the intention of the draft appears to have been to give the provinces a more reasonable financial resource. As a result, since this would not be considered by Parliament, the Council met in October to present its final changes to the Act. Instead of a total sum of $10,000, an amount equal to 100% of the monies actually disbursed up to $10,000 was to be given.[6] The additional amount equal to one-half of the monies in excess of $10,000, spent by the province, would be given to carry out the plan. This was still the same as the previous bill but, now the Council decided to strengthen the programme by asking for a specific budget. The total amount to be asked for was $5,900,000.[7] Needless to say this still was a tremendous increase from the total of $250,000 that they had used previously. There were six major parts to the budget.

The old grant made available to each province was only a matching grant based on the population. The per capita matching grant was tremendously increased, along with an unmatched sum of $10,000 for each province. The old grant of the NPFA is seen below:

Prince Edward Island	$ 1,861.00

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[5]Draft-Amendments to the Act. October 5, 1946. (N.A.-Box 526451, File No. 210-8-2), p. 3.

[6]Draft. An Act to Promote National Fitness. December 7, 1946. (N.A.-Box 526451, File No. 210-8-1, Vol. 2).

[7]Ibid., Section 6.

Nova Scotia	$11,317.75
New Brunswick	957.50
Quebec	65,248.00
Ontario	74,173.75
Manitoba	14,290.00
Saskatchewan	17,545.75
Alberta	15,590.50
British Columbia	15,590.50[8]
North West Territories	235.00[9]

This can easily be compared to the new per capita matching grant as cited below:

Prince Edward Island	$ 6,198.00
Nova Scotia	42,321.00
New Brunswick	33,524.00
Quebec	252,700.00
Ontario	286,400.00
Manitoba	50,000.00
Saskatchewan	56,000.00
Alberta	54,000.00
British Columbia	72,000.00
Yukon	334.00
North West Territories	1,002.00
Newfoundland	20,000.00[10]
	$874,479.00

Previously the matching grant had been less than two cents per person. The new distribution was to be less than seven cents per person. As well the unmatched sum of $10,000 would at least make the Act workable for each province and territory.[11] Certainly, even the bigger pro-

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[8]Letter: to S. Raugh from J. J. Heagerty. November 6, 1943.

[9]Letter: to Dr. H. Keenleyside from G. Davidson. May 1, 1947. The NWT was interested in joining. (N.A.-R.G. 29, Vol. 828, File No. 214-2-10, Vol. 1).

[10]Draft. December 7, 1946. op. cit.

[11]The basic structure for this method of dividing the funds probably came from the Vocational Schools' Assistance Agreement which was passed in March, 1945. Vocational Education in Canada. Ottawa, 1949, p. 30.

vinces like Ontario and Quebec could not afford to be out of the scheme.

Community grants were to be made available to the provinces over a five year period. A sum of $2,000,000 would be made available to the provinces to assist communities to initiate and maintain approved public recreation programmes. The Dominion would provide one-sixth, the province, at least one-sixth, and the community, two-thirds. Each province would be eligible for monies in the following amounts:

Prince Edward Island	$ 14,000.00
Nova Scotia	96,000.00
New Brunswick	76,000.00
Quebec	574,500.00
Ontario	651,000.00
Manitoba	114,700.00
Saskatchewan	121,900.00
Alberta	120,000.00
British Columbia	163,900.00
Yukon	1,500.00
North West Territories	2,400.00
Newfoundland	44,000.00[12]

A sum of $650,000 would also be included for Leadership Training to assist the Provinces in the preparation of professional and vocational personnel for fitness and recreational staffs. This amount would be broken into $50,000 for specialized training beyond the undergraduate level and $100,000 for the training of undergraduate personnel. The $100,000 could further be broken into $50,000 for colleges giving the desired courses. This money was

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[12] Draft. December 7, 1946. op. cit.

to pay the staff that had to be hired in order to teach the courses. The other $50,000 was to be used for scholarships. $200,000 was to be allotted for training recreational personnel on the vocational level. These personnel had to have Grade XII academic plus one year's training and three months field work. Each province would receive a flat grant of $8,000.00 for staff. The remaining $104,000 was to be used for scholarships of $1,000 each for selected and approved persons. The final $300,000 was for the organization of instructional courses on a national basis. These courses were for camp counsellors, coaching, officiating and technical workshops. Each project had to be submitted for approval from the N.C.P.F.[13]

The fourth portion of the $5,900,000 was for $250,000, which was to be used for assisting provinces to survey their present fitness and recreational facilities, including such school facilities as might be utilized for recreational purposes, and in studying ways and means of improving and extending the same. Each province was to receive an initial amount of $5,000 and the balance on a per capita basis as shown below:

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[13]Draft. December 7, 1946. op. cit.

Prince Edward Island	$ 6,333.23
Nova Scotia	14,137.38
New Brunswick	12,237.95
Quebec	59,557.70
Ontario	66,832.02
Manitoba	15,892.91
Saskatchewan	17,212.96
Alberta	17,167.52
British Columbia	20,569.52
Yukon	5,115.11
North West Territories	5,230.22
Newfoundland	9,619.05
	$247,910.57[14]

The fifth portion was for the building of facilities. $1,000,000 was provided in order to assist the provinces to provide adequate facilities for a provincial leadership training centre. $50,000 was allotted, separately, for the federal district in Ottawa. The distribution of the grant is shown below:

Prince Edward Island	$ 6,691.15
Nova Scotia	45,686.90
New Brunswick	36,189.75
Quebec	272,788.50
Ontario	309,160.10
Manitoba	54,464.55
Saskatchewan	61,064.55
Alberta	60,837.60
British Columbia	77,847.60
Yukon	575.55
North West Territories	1,115.10
Newfoundland	23,095.25[15]

The last portion was a sum of $1,000,000 which was to be given for research in fitness and recreation. Projects could be submitted to the Council by each province for approval.[16]

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[14] Ibid.

[15] Ibid.

[16] Ibid.

During the 10th meeting in September, 1948, the last amendments were made to the new Act. A Technical Advisory Committee would be formed to advise the Council. These members would come from groups such as Canadian Association of Health, Physical Education and Recreation (CAHPER, formerly known as CPEA), the Canadian Association of Social Workers, the Canadian Arts Council, the Canadian Medical Association, the Canadian Sports Governing Bodies, the Canadian Educational Association, Canadian Universities, the Parks and Recreation Association, and Women and Youth Association.[17] As well, a final revision, decided to change the additional amount to one-half the monies in excess of $10,000 actually disbursed by such province in carrying out such plan, or an amount equal to 10¢ per capita, whichever was less.[18]

This new Act would have revolutionalized Canadian involvement in fitness, recreation, sport and physical education. Money was to be available to run the programme that the Council had been previously promoting. But, all in vain! The Government did not believe that the time was right to introduce the new Act to Parliament.

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[17]Minutes of the 10th Meeting. September 22-24, 1948.

[18]Ibid.

In a memorandum to the Minister, Davidson talked about some of the problems he was encountering with the Act and with the Council. He blamed Eisenhardt for "...inept and tactless leadership..."[19] This was perhaps an incorrect statement but he was correct in his thoughts that Eisenhardt "...conceived his job to be essentially a promotional one."[20] Eisenhardt was blamed by Davidson for "...stirring up a demand in these provinces greatly in excess of the size of the programme which could be supported on the basis of the Federal grant."[21] What better compliment could be paid to the former Director? Eisenhardt had showed that all the provinces were interested in the programme, even though Quebec and Ontario had yet to join.[22] The Government considered the programme to be a failure because only "...one-third of the population of Canada" was involved with the Act.[23] Nevertheless, this was 78% of the provinces and both Ontario's and Quebec's population were being covered by some form of provincial legislation which had been induced by the formation of the NPFA. The only reason these two provinces did not join

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[19] Memorandum: January 7, 1947, p. 2 (N.A. R.G. 29, Box 526451, File No. 210-8-1, Vol. 2).

[20] Ibid.

[21] Ibid.

[22] New Brunswick was in the throngs of joining.

[23] Ibid., p. 4.

was because of tactless Government involvement. The Government was also afraid of the Council and what it was accomplishing. The provinces, the Government said, were doing what they wanted to and not what the Government wanted. This again showed the lack of depth and study that the Government gave to the Council. Nearly all the members of the Council were in charge of the programme in their respective provinces. The Council had been designed to administer for the Government. Now the Government quivered when the Council tried to run a realistic programme. The fact that the Government thought the Council was running on its own was proof that it was afraid that the Council was a policy-forming group rather than an advisory group.

Davidson in his memorandum outlined two possible courses:

> ...we must decide on one of two courses - either to wash the whole thing out completely or to increase the present grants by at least one hundred per cent.[24]

However, at the time it was impractical to withdraw because the Government would be sharply criticised by the provinces still involved in the scheme. Saskatchewan, for example, had an agreement which would not expire until the end of 1953.[25] There were also two other major reasons

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[24] Ibid., p. 5.

[25] Ibid.

for staying involved. MacKenzie was no longer Minister but Davidson felt it might give MacKenzie a bad image. The most important reason was that if the Government pulled out now the province would think the same thing may happen to the health insurance programme. The provinces would not want any programme on their hands that could be very successful and finally finding themselves having to continue the payment for the program by themselves. Davidson thought that 100% would be enough, even though the Council wanted a grant 25 times that amount.

The Council asked for these amendments to go ahead at the forthcoming Session. The general amendments of the Council were to be included but only $450,000 was to be requested. This was decided upon by Davidson. But, again it was postponed. This time it was because of the new Minister, Paul Martin.

During the 7th meeting of the Council held on February 18-21, 1947, Paul Martin and George Davidson attended. Ross laid out the problems as the Council saw them. In his opening remarks he said that the programme could not advance due to inadequate staff and insufficient funds.[26] Martin, in his speech, asked the Council to pay close attention to the term "physical fitness" and asked for a broader view. This was strange in that the Council

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[26] Minutes of the Seventh Council Meeting. February 18-21, 1947, p. 1.

had made several attempts to do this. Perhaps his inexperience as a new Minister and his lack of familiarity with the Act lead to this comment. However, he was also against the term "physical fitness" because it only held certain connotations for the average man.[27]

Davidson said that he thought the Government would take little positive action during this session because it would take time for the new Minister to become acquainted with their problems. Also, Martin thought he could not fight two battles at once. Davidson said the new Minister decided to fight for an increase of Old Age Pensions rather than for an increase of the NPFA.[28]

It was from Davidson's speech that the Council drafted their new Act. Later in April, 1949 the Council was told by Davidson that the Minister was awaiting the proper moment to introduce the new Act into the Cabinet.[29] Perhaps the fates intervened. The "proper moment" would never happen. A new election was being called. As a result the new Act would have to wait until after the election and probably until 1950.

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[27] Minutes of the Seventh Council Meeting. February 18-21, 1947, p. 3.

[28] Letter: To Frank Fairey, Deputy Minister and Superintendant of Education from G. Davidson. February 25, 1947. (N.A.-R.G. 29, Vol. 828, File 214-2-9, Vol. 1).

[29] Minutes of the Twelfth Meeting of the Council. April 26-28, 1949, p. 9.

One of the few amendments authorized by the House was Bill 12, which was passed on February 17, 1949. It made provisions for an additional $7,000 to be added to the total sum allocated because Newfoundland had entered Confederation.[30] The Government was forced to give equal rights to this province and as a consequence, little debate resulted in the House. However, Probe, M. P. urged Martin to do something with the N.P.F.A. Probe thought that "two cents per capita for physical fitness and over $40 per capita for liquor" was an indication of how the Government rated the NPFA. He went on to say:

> The Minister of National Health and Welfare (Mr. Martin) has, in the fitness act, the skeleton at hand on which he can build to reality a wholesome and healthy Canada.[31]

Here was a chance for Martin to go ahead and do something with the NPFA but Martin elected to stay with the Old Age Pension matter.

Throughout this period, the Council was left without a Director although Joe Ross, from Alberta, remained as the Acting Director. In January, 1948, Davidson asked Doris Plewes about the possibility of Ross becoming chairman.[32]

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[30] N.A.-R.G. 29, Vol. 780.

[31] House of Commons Debates. Monday, March 7, 1949, p. 1218.

[32] Letter: January 27, 1948. (N.A. Box 526456, File No. 219-1-5).

An indication that Davidson thought Plewes' advice was needed. Apparently, Plewes agreed for Davidson wrote to Ross offering the post and Ross replied in February declining the job because the salary was insufficient.[33] Ross summed up his feelings of what he thought about the whole situation:

> In addition, however, the salary is often a fairly good indication of the importance which the Government attaches to any particular position. It seems to me that if you are going to get the kind of person who will really be effective in this position, you will need to reconsider the salary range you have in mind.[34]

Basically, Ross was telling Davidson that you only get what you pay for. Ross was not against taking the job, but he wanted $6,000. Davidson said he could only go as high as $5,400 and that Ross should consider other plans.[35]

Davidson then went on to offer the job to Ernest Lee.[36] Lee had taken over from Eisenhardt in British Columbia and apparently Martin wanted Lee for the job. Lee replied and asked for a salary of $6,000 to $6,500 and the assurance of a longer appointment.[37] Davidson had to consider his plans again.

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[33]Letter: February 17, 1948. (N.A.-Box 526456, File No. 219-1-5). The Salary was still listed as $5,000.

[34]Ibid.

[35]Letter: May 21, 1948 (N.A. Box 526456, File No. 219-1-5).

[36]Letter: July 7, 1948 (N.A. Box 526456, File No. 219-1-5).

[37]Letter: July 31, 1948 (N.A. Box 526456, File No. 219-1-5).

consider his plans again.

Davidson, apparently, did not want Lee as Director. So he found $6,000 and again offered the job to Ross in February, 1949:

> I had not approached him (Lee) earlier, primarily because I do not think he is as good a man as you are and also because our personal association over a period extending from high school onwards made it seem to me inadvisable to do so.[38]

In the same letter Davidson told Ross that Doris Plewes had been made permanent and given superannuation rights. Ross wrote to Davidson telling him that he was interested in the job. Since Davidson had offered the job previously to Lee, Ross felt Davidson had to handle things in such a way that Lee would refuse the job.[39] This never did come about as Lee took the job at a reduced salary of $5,400.[40] Lee was appointed on October 1, 1949.[41]

Perhaps one of the greatest accomplishments of the Council and the Government, during this period, was involving Ontario in the NPFA. In order to accomplish this

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[38]Letter: February 4, 1949 (N.A. Box 526456, File No. 219-1-5).

[39]Letter: March 26, 1949 (N.A. Box 526456, File No. 219-1-5).

[40]Letter: July 16, 1949 (N.A. Box 526456, File No. 219-1-5).

[41]Report by D. Plewes: September 20, 1949. (N.A. Box 526451, File No. 210-1-11, Vol. 2). Other applicants were W.A. Dewar, A.E. Wood, J. Faring, and B.J.B. Monahan (N.A. Box 526456, File No. 219-1-5).

feat a great deal of work was put in by Martin and Davidson since they both knew the importance of bringing Ontario into the scheme. Late in December, 1948, Davidson received a letter from J.G. Althouse. Althouse wanted to introduce Davidson to his new Minister of Education, Dana Porter.[42] This was the break for which they had been waiting. Davidson went to Toronto and spent one half hour with Dana Porter and J. G. Althouse. Porter told Davidson that Ontario's attitude had changed. Still, they wanted two weeks to confer with their colleagues. Then a letter would be sent "...in which the door will be opened for Ontario to accept membership in the Council."[43] On February 9, 1949, Martin wrote to Porter asking if Ontario would join. On the same day, Martin wrote to E. C. Cross, sending a copy of the Act and a copy of the Draft agreement. Martin said the words could be changed "...but let me know informally by telephone."[44] On April 4, 1949, Althouse told Davidson that he had sent by teletype a copy of the press release that Ontario wanted.[45] Finally, on April 5, 1949, Ontario joined the Act. Ontario's maximum share

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[42]Letter: December 22, 1948 (N.A. R.G. 29, Vol. 825, File No. 214-1-5).

[43]Letter: January 14, 1949 (N.A. R.G. 29, Vol.825, File No. 214-1-5).

[44]Letter: February 9, 1949 (N.A.R.G. 29, Vol. 825, File No. 214-1-5).

[45]Letter: April 4, 1949 (N.A.R.G. 29, Vol. 825, File No. 214-1-5).

under this formula amounted to $74,063.25 annually.[46]

Now nearly all the provinces, including the North West Territories, were joined in the NPFA by agreement. Newfoundland could enter into an agreement at any time due to Bill 12. Even Quebec was feeling the pressure of joining, for as Pierre Gauthier, M. P. from Portneur, said,

> I was asking the people of my constituency and the provincial government to contribute to the enforcement of the Act, which I believe is absolutely necessary and which would allow various parish and other organizations in my constituency and in the other constituencies to receive substantial grants that would make it possible to build recreational and educational centres.[47]

Quebec's share was about $65,000. Matched by the province this would be about $130,000 per year. In five years this amount would have totalled over $650,000. A lot could have been built with this money. Earlier in June, Gauthier urged the Government to do its utmost to get all provinces into the NPF programme.[48]

Gauthier attacked the last reason that Quebec could have for staying out of the agreement; that reason was autonomy:

> I am led to believe that the representatives of the province of Ontario are as much in

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[46] House of Commons Debates. Tuesday, April 5, 1949, p. 2334.

[47] Ibid., October 19, 1949, p. 941.

[48] Ibid., June 16, 1948, p. 5347.

> favour of autonomy as the representatives of the province of Quebec. I notice the Hon. members for Three Rivers (Mr. Balcer) smiling his approval. Since the province of Ontario has accepted, provincial autonomy is therefore not in jeopardy because of this Act.[49]

Both Quebec and Ontario were afraid of losing control of their programmes, as this involved provincial rights. George Drew, Premier of Ontario, agreed with this problem:

> I can speak only for the Department of Education of the Province of Ontario, but the reason that the Department did not accept the relatively small amount offered by the dominion government for a physical fitness programme for some time was that there was a direct attempt to exercise control over that programme in the schools of the province.[50]

The B.N.A. Act ensured all provinces of their right to autonomy in the case of education. Even, though Ontario joined, Quebec thought it should not enter:

> Why? On the ground that in its judgment it jeopardizes the position granted to the provinces by the B.N.A. Act, and even collaboration on this level is construed by them as an invasion of a field specifically given to them in the British North American Act.[51]

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[49] House of Commons Debates. October 19, 1949, p. 942.

[50] Ibid., p. 943.

[51] Ibid., May 10, 1950, p. 2727.

Summary

The period of 1946-1949 was noted by the various attempts and consequent set-backs of the Council. The Council strived to change the Act by amending it and by trying to interpret it, but all was to no avail. Every time the Council tried to make changes the government did not feel the time was ready for the necessary change. It was a period of building turmoil as the Government was finding out that the Council had more powers than it deemed necessary. The lack of a Director was an indication that the Government wanted the Council to subdue its involvement for awhile. Joe Ross had done an admirable job as Acting Director. Finally on October 1, 1949, Ernest Lee was appointed Director.

The greatest work of the Council was in bringing Ontario into agreement. Now all the provinces, except Quebec, were involved. If the money could be increased, pressures in Quebec would cause the province to join with the NPFA.

CHAPTER VI

THE COUNCIL'S LAST ATTEMPTS TO SURVIVE

1949-1953

Perhaps the hiring of the new Director, Ernest Lee, should have brought in a new era for the NPFA, but in reality, very little was accomplished. Lee could not obtain definite answers from Davidson on any of the questions he raised. Possibly this was due to the fact that Davidson did not really want Lee to become Director. The Council was ready to move and begin a large working program for Canada.

The Government had been insincere with its claims. The NPFA was to have been the first positive aspect of Health Insurance. Now the Government gave the impression that it had no intention of making the program a success. The scheme would have probably been phased out in 1947-48 if Saskatchewan had not signed a ten-year agreement. The Government saw the Council as an ineffective group except for Joe Ross, Alberta; William Ross, Nova Scotia; L. Shaw, Prince Edward Island; and Gilbert, Quebec.[1]

This continual denial of the Council by the Government caused many headaches for the Council. One of its

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[1]Interview with Doris Plewes. June 22, 1975.

members, Dr. J. B. Kirkpatrick from Saskatchewan, resigned in February, 1950. He was protesting against the lack of parliamentary interest in the Council.[2] The reason for his resignation was not raised in Parliament until June, 1950.[3] Martin's reply to the Cabinet was a completely ambiguous statement:

> ...there are priorities of obligations. This matter is continually under review and discussion with the National Council on Physical Fitness, and is continually being studied.[4]

But how long could the government "continually" review and discuss the Act.

Kirkpatrick felt that the interpretation of physical fitness, as being physical, mental, moral, social and spiritual, was too restrictive. Something had to be done in the forming of a measurable definition. The amount of money was not enough nor was the distribution of funds made on a completely equitable basis. Proposals for amendments had been made many times but ignored by the Government. He was afraid that most party members were unaware of the Act because the programs were operated too free from political affiliations. In an attempt to see how the NPFA was

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[2]Letter: to M.J. Caldwell, CCF M.P., February 25, 1950 (N.A.-R.G. 29, Vol. 780).

[3]House of Commons Debates. June 20, 1950., p. 3916.

[4]Ibid.

being organized in the provinces he sent out a questionnaire to each of the provinces.[5]

Questions included in the survey were related to purpose, finance, services and assistance, local government authorities, services to provincial organizations, services to small groups or to individuals, leadership training, services to rural areas, services for school children and cultural services.[6] Nova Scotia, New Brunswick, Alberta, Prince Edward Island and Saskatchewan answered. Most provinces replied that their physical fitness program, formed because of the NPFA, was accomplishing its purpose. In fact, there was too much of an effect because the provinces found themselves being continually pressured for more money to fund their fitness, recreation, sport and cultural programmes.

Previously, because of the election in 1949 in which the Liberals were elected again, Davidson had said the Act would be amended in the Spring Session of 1950. During the 14th meeting of the Council, Davidson told the Council that the Cabinet had decided to postpone considerations for changing the Act. No future date was mentioned for reopening this matter.[7]

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[5]Questionnaire. February 25, 1950. (N.A.-R.G. 29, Vol. 780).

[6]Ibid.

[7]Minutes of the Fourteenth Meeting. April 3-5, 1950, p. 7.

The Council did feel that the time had come for it to find out exactly where it stood in relationship to the Government. A series of questions was referred to the Justice Department.[8] The Council wanted to determine what exactly were its authorities and responsibilities. The original intent of the Act as proposed by Heagerty and Mackenzie was to eventually enlarge upon the framework of the Act. Now both were no longer in a position to battle for the enlargement in the Act. However, since there were constant unnecessary and wasteful delays in the implementation of the original intent of the Act, the Council decided to act on its own.

The questions asked were designed to see how the Act was to be interpreted. The Council wanted to know if it were an executive or advisory body. If it were an executive body then it could act on its own initiative and not on the wishes of the Minister. The Justice Department replied that the Council was an executive body. Still, it was subject to the qualification that Parliament appropriation was needed for money before the Council could obtain funds.[9]

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[8] Minutes of the Fourteenth Meeting. April 3-5, 1950, pp. 9 and 10.

[9] Questions to the Justice Department. September, 1950, p. 2. (N.A.-R.G. 29. Acc. No. 71/220, Box 6, File No. (2-16-7).

Under Section 9 the Council was required to requisition for the necessary funds to carry out its duties and responsibilities. The Council wanted to know the intent of Section 9. The answer from the Justice Department was that the Minister of Finance was given the decision as to whether or not he should make disbursements from the fund on the request of the Council.[10] Although, probably not designed as such, this appeared to be a safeguard against the Council. For the Minister of Finance would, from his own interpretation of the Act, make sure the expenditures of the Council were within the objectives and purposes of the Act. Now the Council had to get the Finance Department to agree with the interpretation of the Act; or there would be no money, or perhaps not enough money, to run its fitness programme. Later, the Council found out that it had the authority to sign financial documents and, in effect, was rated equal to a Deputy Minister.[11] But, the Deputy Minister, Davidson, probably would have been needed to sign the document or else the Minister of Finance would not have given the necessary funds.

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[10] Questions to the Justice Department. September, 1950, p. 2. (N.A.-R.G. 29. Acc. No. 71/220, Box 6, File No. (2-16-7).

[11] Ibid.

Under Section 10 the Council had certain advisory duties. What exactly were those duties? The reply was that their advisory duties were limited but basically involved matters related to the operation of the Act as seen by the Minister. This again could be a problem because the members of the Council had to offer the Minister advice if he saw fit to ask for it.[12]

Since the Physical Fitness Division worked hand in hand with the Council, it was natural for the Council to ask if it had any control over the Division's employees. The Council found out that it had no authority over any of the persons appointed to the Division.[13] In essence, the Physical Fitness Division, was considered a division under the jurisdiction of the Department of National Health and Welfare. It was purely an administrative body that was working for the Department but, more or less, assigned to the Council.

Finally, the Council wanted to know if it was able to prepare and submit proposals for changes in the Act. This was essential if the Council wanted to continue and try to improve its position. Section 14 was the part of

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[12] Ibid.

[13] Ibid., p. 2.

the Act that was under question. The members of the Council found they could prepare proposals for Section 14 but the Minister would have to agree.[14] Therefore, the Minister did not have to bring the Council's proposals to Parliament, if he felt they were not essential for the functioning of the Act.

The questions were designed by the Council. However, Davidson sent the questions, on behalf of the Council, to F. P. Varcoe, Deputy Minister of Justice. Davidson may have cheated on the Council because he told Varcoe:

> I recognize, of course, that some of the questions as drafted will present difficulties, since they involved questions of policy rather than pure questions of legal interpretation. With this in mind, I have drafted certain tentative answers to the various questions raised, setting forth from the policy and legal point of view as I understand it, the position with respect to the various questions raised.[15]

Perhaps Davidson's "tentative answers" influenced the answers of the Justice Department. Also his answers may have differed from the views of the Council. Varcoe passed these questions on to W. R. Jackett, the Acting Deputy Minister, who replied to Davidson.[16] Later, on October 2, 1950, Jackett sent a copy of an opinion that

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[14] Ibid.

[15] Letter. September 5, 1950.

[16] Letter. September 28, 1950.

was given by Varcoe to the Council late on August 18th, 1944.[17] Apparently, Eisenhardt had inquired about the function of the Council. However, he either forgot, or deliberately decided not to tell the Council about this correspondence. This letter might have saved a lot of problems that had occurred over the past six years. Perhaps the reason why Eisenhardt had forgotten about this legal action was that he had asked about the powers of the Director. He was told that the Director was mainly an administrator and could only act for the Council in routine administrative matters. Eisenhardt was, during his term in office, the exact opposite of this legal interpretation.

Now that the matter of interpretation and legal advice was tentatively answered the Council decided to take a drastic step. Martin, the Minister of Health and Welfare since 1947, had deliberately side-stepped the Council and its decisions. The Council, therefore, decided to write directly to the Prime Minister of Canada, Louis St. Laurent, hoping that through him, perhaps, something would happen. This resolution took place at the Fifteenth meeting of the Council, held in Victoria on September 28-30, 1950. The Council put together a brief

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[17] Letter. October 2, 1950.

which, in essence, stated its case:

> They regret to advise you of their dissatisfaction with the National Physical Fitness Act and its operation, for which they are responsible. A copy of the Resolution and the opinions on which it was based, together with relevant information is attached.
>
> It appears from the legal opinions referred to, that the National Council on Physical Fitness is a body having executive authority. This authority, it has not been able to exercise.[18]

In addition, to try and strengthen their support, the members of the Council sent copies to the Members of the Privy Council and to the Ministers of Provincial Departments of Government.

In the brief the Council tried to show how the Minister had continually done very little to aid it.[19] Many items were covered in the brief and used as examples for the Prime Minister. The eighth meeting of the Council, on September 16-18, 1947, resolved that "...an item be included in the administrative budget for the employment of professional leadership training schools or courses."[20] This resolution was passed on to the Minister and his Deputy but no funds were ever made available for this purpose.

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[18] Letter: October 24, 1950 (N.A.-R.G. 29, Vol. 780).

[19] Brief Presented to the Prime Minister. Appendix D1.

[20] Minutes of the Eighteenth Meeting. p. 38.

The Council had tried to offer regional schools to train qualified leaders in recreation.[21] A one-year diploma course was arranged with universities and colleges across the country. The Treasury Board refused the request for funds with the end result being that the course was cancelled. This was unfortunate because provincial and university college cooperation, with financial and administrative benefits, was available.

During the thirteenth meeting in October 18-20, 1949, the Council expressed an interest in awarding scholarships for postgraduate study in physical education and recreation. The scholarships would aid the development of the National Fitness programme.[22] The Council had already given five such scholarships. In order to run such a programme, the Council recommended that the sum of $10,000 be provided for National Fitness Scholarships in 1950.[23] The Deputy Minister deemed it necessary to reduce this amount to $6,000. This amount was further reduced by $2,000 by the Treasury Board. The Council thought, that in view of the scarcity of trained personnel, this reduction delayed programme development significantly. The Council tried,

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[21] Minutes of the Fourteenth Meeting. April 3-5, 1950, p. 21.

[22] Minutes of the Thirteenth Meeting., p. 24.

[23] Brief. op. cit., Appendix D2.

in 1951, to recommend $7,500 for scholarships on an annual basis but this request was reduced to $4,000.[24]

In addition the Council was certain that the Minister had done very little to aid the improvement of professional staff in the Division.[25] During the seventh meeting of the Council on February 18-21, 1947 a resolution was passed that:

> ...members of the Council be responsible for collecting plans and other details of Community Centres or activities in their respective Provinces. This information should include such items as programmes, sketch plans of buildings and for layouts, approximate cost, population served, and any defects or deficiencies discovered since the plan was initiated.[26]

The Council further asked that the Deputy Minister "... study the feasibility of the Division providing some consultative service in this field..."[27] Very little action was taken by the Deputy Minister. He did explore the possibility of obtaining services from the Hospital Design Division. Yet the Division did, without the help of an expert, continue to collect pertinent published data.

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[24] Minutes of the Fourteenth Meeting. April 3-5, 1950, pp. 19-20.

[25] Brief., op. cit., Appendix D3.

[26] Minutes of the Seventh Meeting, February 18-21, 1947.

[27] Ibid.

It was also asked that money be included in the administrative budget for the "...employment of consultative services to communities that are planning the construction of community centres.[28] This item, however, was not included in the final estimates as it was not deemed important enough to be included. The Council tried again in 1949 to get a "professional and experienced consultant service in the field of Parks and Recreation, architecture and planning and design within the Physical Fitness Division."[29] Despite these efforts, a specialist on recreational facilities was never hired.

It can readily be seen why the Council was upset. It had tried to bring about important improvements but was thwarted each time. St. Laurent wrote:

> At the time when you forwarded me a communication together with a brief on behalf of the National Council on Physical Fitness, I asked my colleague the Minister of National Health and Welfare, to study the matters which you have raised. I have no doubt that there have been occasions on which members of the Council in their desire to promote the advancement of their programme have wished for a greater measure of support from both provincial and federal governments. The federal government, while sympathetic to this desire, has had to weigh its responsibilities in this field against the many, heavy and pressing commitments which it has to take in a variety of

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[28] Minutes of the Eighth Meeting. September 16-18, 1947, p. 58.

[29] Minutes of the Thirteenth Meeting. October 18-20, 1949., pp. 26-27.

other fields as well.[30]

St. Laurent had given the matter back to the person that the Council had been trying to avoid. Apparently, since the war was now over, fitness was not considered overly significant to the Government of Canada.

Some of the M.P.'s, who had received the Council's draft, did try to ask questions pertinent to the Act.[31] Mr. Noseworthy was one who endeavoured to ask some questions. Noseworthy wanted a copy of any suggested amendments, a copy of any recommendations made and a copy of all correspondence between the Minister and the Council. One can see the vastness of such a request and why it was forgotten.

The Council was not yet finished, by any means. Early in their sixteenth meeting on April 10-12, 1951, the Council was able to take advantage of what the Department of Justice had solved earlier. It requested that the Department of Justice rule on its authority to define "Physical Fitness" and then to have a definition incorporated as a regulation in the Act. The Council knew that a definition was urgently needed to clarify its position and its work.

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[30]Letter: Louis St. Laurent to Doris W. Plewes, February 10, 1951. (N.A.-R.G. 29, Vol. 780).

[31]House of Commons Debates. March 14, 1951, p. 1239.

Mr. Garson replied to the Council on June 15, 1951. He felt that Parliament alone had the authority to define or authorize the definition of words and expressions in the statutes.[32] There was no definition of "physical fitness" in the Act, and no authority was conferred by the Act on any person to define this expression. However, the interpretation, as opposed to definition, was another matter. Mr. Varcoe, Deputy Minister of Finance, stated his opinion:

> The approval of the Minister of National Health and Welfare or the Deputy Minister is not a legal prerequisite to the expenditure except in so far as the expenditure is made for any matter which, under other provinces of the Act, requires the approval of the Minister... These do not, however, authorize the Minister or the Deputy Minister to undertake the administration of matters which the Act had specifically entrusted to the Council. One of these matters is the requisitioning of payments from the Fund under Section 9.[33]

This showed that the Council could request funds without the consent of the Minister. However, the Finance Department could decide whether the request was valid or not.

So in order to get money the Council needed to interpret physical fitness in such a way that the Minister of Finance would approve. Its new interpretation was as

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[32]Letter: S. Garson to D. Plewes., June 15, 1951.

[33]Letter: S. Garson to Varcoe, June 20, 1951.

follows:

> WHEREAS the psycho-physiological nature of physical fitness necessitates its promotion, achievement and maintenance through both psychological and physiological media; and, WHEREAS leisure time provides the opportunity and recreational activities the means, THEREFORE BE IT RESOLVED that in the opinion of this Council, the promotion and preservation of the fitness of the people of Canada can only be achieved through participation in recreational, cultural and physical activities.[34]

If the Finance Department would agree on the interpretation, then, the Council could request the funds needed for its programmes. But, the Council was not to be so fortunate. D. C. Abbott, the Minister of Finance, replied to Joe Ross' letter:

> ...I am doubtful if the Act goes so far as to permit the Council to embark on purely cultural programmes. If this is a necessary activity it would seem that the Act should be amended, a matter which should be the subject of consultation between yourself and the Minister of National Health and Welfare.[35]

The Council was caught between the "devil and the deep blue sea". Without agreement the interpretation of the Act was doomed to failure. Ross could not force himself to go back to the Minister to try for another amendment. In

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[34] Minutes of the Seventh Meeting. September 12-14, 1951. This new interpretation was broader than the original and more in line with the times.

[35] Letter: October 15, 1951.

actuality, after trying so many different solutions to their problems, the Council was back where they had started. Amendment was the only possibility but the Minister still did not feel that the problem was one of necessity.

Ernest Lee, the Director, resigned his position on December 31, 1950, fifteen months after he started. Joe Ross was again made Acting Director.[36] This time he asked Davidson if he could get paid for the work he was doing. After all he was doing what a chairman was expected to do. Davidson told him that under Section 3, No. 7, "we are not permitted by law to make any payment to a member of the Council serving as Acting Chairman."[37] Still, even if Ross were to become Director, Davidson was doubtful if he would be paid because of his position as a civil servant with the Province of Alberta.[38]

Ross, after Abbott's letter, pondered what to do. He finally decided to try and increase the staff of the Physical Fitness Division. He contacted Charles Bland, of the Civil Service Commission, in order to get more staff.[39]

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[36]Ross had taken over the Acting Director's job on October 1, 1946. This lasted until Lee's appointment on September 30, 1949. After Lee left he continued as Acting Director until January 24, 1953.

[37]Letter: to Ross. December 20, 1950. (N.A.-R.G. 29., Vol. 829, File No. 219-1-1).

[38]Ibid.

[39]Letter: Bland to Ross. November 21, 1951.

Ross tried to get this increase in staff without the Minister's consent. Bland told Ross that he needed the Minister's signature before anything could be done. As a result, the new personnel were not hired.

So Ross continued through the channels of red tape. He again asked for the service of the Justice Department to find out if the Council could directly requisition the Civil Service Commission for the hiring of staff.[40] Varcoe backed up Bland's decision. The Council had the authority to requisition staff from the Civil Service Commission but the Commission's report and recommendations must be signed by the Minister administering the Act.[41] Ross was nearly finished in his fight for the Council's survival and at the end of the nineteenth meeting on December 8, 1952, threatened to resign because the "...situation was intolerable."[42] The Council still wanted to be of service to the Government and the provinces. A resolution was passed in a final attempt to survive. This resolution said the Council was only prepared to act in an advisory capacity and asked the Minister to give it direction.[43] This

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[40]Letter: Ross to Varcoe. January 21, 1952.

[41]Letter: Varcoe to Ross. February 12, 1952.

[42]Minutes of the Nineteenth Meeting., p. 10.

[43]Ibid., p. 22.

direction never came. Doris Plewes decided to resign from the Council because she was only acting as a secretary rather than as a professional person, but she continued to work for the Division. Ross resigned from the Council on January 24, 1953.

From this point, having no leader and no future, the Council and the Act were doomed. No meetings were held after the nineteenth meeting on December 8, 1952. The Minister of National Health and Welfare, Martin, chose to repeal the Act rather than to attempt to solve its problems.

Summary

Lee, the new Director, was unable to do very much for the Council. Joe Ross was actually the driving force behind all efforts of the Council to save itself from extinction. This period was characterized by extreme Council frustration. Every attempt was made by the Council to try to amend the Act so that the Council could function for the benefit of Canadians. Nevertheless, every attempt was unfruitful. The Act had given the Council certain powers but nearly all those powers were dependent upon the signature of the Minister.

The Council asked the Department of Justice for various interpretations. All were really to no avail as

the Council found the Minister and his staff very stubborn. They even tried to go directly to the Prime Minister for assistance. This too was thwarted as the Prime Minister put the problem right back into the hands of the Minister. When Ross resigned in 1953 the Council was left without a leader. Shortly thereafter the Minister decided to repeal the Act.

CHAPTER VII

THE REPEAL OF THE NATIONAL PHYSICAL FITNESS ACT

The NPFA had been attacked many times throughout its existence. A Citizen's research group was one of the first groups to call for its repeal,[1] although this group thought that the Council had accomplished some worthwhile work. This useful work was in the area of information reports, French and English articles, information on recreation programmes, playgrounds and community centres, and scholarships for graduate training. Ironically, all these areas were priorities for the Council, but their budgets had been cut or turned down.

The Citizen's research group felt that the grants to the provinces were too small and therefore, the provinces could not run effective programmes. The Physical Fitness Division was attacked because it was spending too much money. Its office expenses had gone up from $19,000 in 1944 to $70,000 in 1951.[2] The citizen's research group

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[1] Citizen's Research. "Abolish the National Physical Fitness Undertaking." Effective Government. November 16, 1951, 5 pp.

[2] Ibid., p. 3.

thought that normal volunteer organizations could provide the information services rather than the Division. Co-operation was needed among the provinces before this system could work and perhaps the provinces were not ready to cooperate. The failure of the NPFA stemmed from the fact that adult education was a provincial rather than a federal matter.[3]

This group had not suggested anything new that the Council had not previously tried to change. In fact, it may have been too harsh on the Division. It needed the budget increase to continue its publication of materials and its staff had also increased.

Earlier in 1947 Davidson had told the Minister that if it were not for the ten year agreement with Saskatchewan they should have taken steps to drop the Act. Martin, during a discussion in Parliament, four days after the repeal of the Act, gave added depth to that statement:

> ...but for that I would have earlier recommended to my colleagues and, subject to their acceptance, I would have brought into this house a suggestion that we repeal the National Physical Fitness Act much earlier than we did.[4]

It appeared that Martin had already in 1947 decided that

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[3] Ibid., p. 4.

[4] House of Commons Debates. June 19, 1954, p. 6330.

all he had to do was wait out the Council until the Saskatchewan agreement ended. Certainly his actions were a very strong indication of his position.

The last Council meeting was held on December 8, 1952. From this time, the Government was able to start the necessary machinery rolling to repeal the Act. Dan Wallace, an advisor to Martin, told Martin in 1953 that "...I don't think that there will be any repercussion if this Act is repealed - especially if provision is made to maintain the federal grants for a cushion period."[5] The Government knew, that if it gave the provinces such a cushion period, the provinces would expect additional legislation to be brought forward. If an extension of one year were given, it was felt that the provinces would not stir up any trouble during the repeal of the Act.

The Government also speculated that it was time to decentralize its operations. The provinces, it thought, did not like Federal controls. If the Council could have obtained more money on its own, then the provinces could see that there was little control from the Government. However, the Government did not like working with an executive body. This was an oversight when the Act was drawn

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[5]Letter: Wallace to Martin. November 10, 1953. (N.A.-Box 526451, File No. 210-8-1, Vol. 3).

[6]Letter: Martin to Wallace. December 14, 1953. (N.A.-Box 526451, File No. 210-8-1, Vol. 3).

up. Even though in 1953 the Council said it would act as an advisory body, it did not prove helpful. This was because the Act was worded in such a way that legally, even if the Council interpreted differently, it was bound by the interpretation placed upon it by the Justice Department. The repeal would allow the Government to get rid of an unworkable and defective piece of legislation.

Martin replied to Wallace in December, 1953, that he agreed with his earlier letter.[6] Martin thought the strongest argument the Government had was that the NPFA proved to be an unmanageable Act to administer and one that had brought little credit to the Government. The amount of money given was at too low a level, in comparison with the amount of money spent by the provinces, to make any very substantial difference to existing provincial programmes. He thought that "...now would seem to be a good time to clear up this matter, get rid of a bad piece of legislation and withdraw the Government from a provincial field in which it perhaps was unwise to venture."[7]

The letter of December 14 from Martin to Wallace was an explanation of a draft letter that Martin was preparing for his cabinet colleagues. Martin sent his cabinet people

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[6]Letter: Martin to Wallace. December 14, 1953. (N.A.-Box 526451, File No. 210-8-1, Vol. 3).

[7]Ibid., p. 4.

a letter explaining what he was trying to do so they could handle any questions directed at them by the opposition.[8]

Due to a lack of Federal finances and poor provincial organization, Prince Edward Island was forced to drop out of the programme in 1952. Newfoundland had never enacted legislation which would have enabled it to take part, even though money had been allotted for them.[9] Quebec had not joined and Ontario only had recently joined. In his paper Martin said that the Act only makes available "...one cent per capita per year."[10] In actuality, this was a false statement because up to 1951 the grant was about two cents per capita per year. Yet, with Newfoundland, the Northwest Territories and Yukon eligible for a grant and the new census being used, there still was 1.65 cents per capita per year being handed out.[11] Martin's low figure of one cent was to give the appearance that this was a trivial amount.

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[8] Draft Letter: Martin to Cabinet Colleagues. December 14, 1953.

[9] Assistance to Provinces and Provincial Expenditures Under NPFA relating to 1953-54. (N.A.-Box 526451. File No. 210-1-11, Vol. 2).

[10] Draft Letter. op. cit.

[11] Expenditures. 1953-54., op. cit.

This trivial amount totaled about $865,000 including the 1953 year. In turn, the $865,000 had generated about $3,640,000 which was spent by the province in excess of the Government Grant.[12]

Martin stated in a letter:

> In my view, the present time is a good one in which to repeal this Act since the agreements with participating provinces are coming to an end, and the Government is sufficiently active in related fields to show its interest in the development of physical fitness, recreational and cultural programmes.[13]

These related fields were in the health and vocational areas. The Government had undertaken the National Health Insurance scheme in 1948 and an Old Age Pension programme was begun in the 1950's. The Vocational School's Assistance Agreement was also in operation. Much of these funds were used for schools and their buildings. Sometimes funds were given for equipment and the gymnasium.

Finally on May 20, 1954 the Minister sent his final memorandum to the Cabinet.[14] This was basically the same document that had been issued on December 14, 1953. In this memorandum he voiced his concern that the Council had made its meetings a forum for pressure on the Government to increase expenditures.[15] The Minister also declared that

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[12] Expenditures. 1953-54., op. cit.

[13] Draft Letter. op. cit., p. 3.

[14] Memorandum to the Cabinet. (N.A.-Box 526451, File No. 210-8-1, Vol. 3, p. 1).

[15] Ibid.

the Physical Fitness Division of the Department should continue, even though the NPFA was going to be repealed. The Division was one of the few parts of the Act that was applauded for its efforts over the years.[16]

Bill 475, an Act to repeal the National Physical Fitness Act, was given first reading by the Senate on June 15, 1954.[17] Second and third readings were given on June 22.[18] Parliament officially repealed the NPFA on June 15, 1954. Mr. P. Crerar, of the Senate, summed up the feelings of the Government:

> At any rate, I can assure the house that I am prepared to raise a hearty cheer for this bill that finally brings an end to a measure which although well intended at the time it was passed, in 1943, might better have been allowed to fall immediately into oblivion.[19]

There apparently was, as the Government expected, little reaction to the repeal of the NPFA. Yet, as mentioned previously, little was to be expected because the provinces were waiting for some new piece of legislation. Also, they were still getting paid for an additional year. So the effect of no money from the Government for their programmes was not bothering them.

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[16] Ibid.

[17] See Appendix 2 for Bill 475.

[18] Debates of the Senate, 1953-54, p. 708.

[19] Ibid., p. 709.

The NPFA was not to die without some support. On December 20, 1954, CAHPER reacted to the repeal of the NPFA. It sent an open letter to the presidents of all national sports governing bodies, to mayors, to provincial and municipal recreation directors and to members of CAHPER.[20] The letter was to present its views "...on the continuing need for Federal support for programmes of physical fitness and recreation."[21] CAHPER had passed a resolution at its Annual Meeting on July 29, 1954, calling for "...the Federal Government to make known, at the earliest possible date, such plans as have been formulated for continued Federal support for the National Fitness and Recreation program."[22]

Hart Devenney, a former member of the Council, was president of CAHPER at this time. In this draft CAHPER made sure that the Government understood its position:

> It is NOT our purpose to protest the Government's action in repealing the National Physical Fitness Act...
> It is NOT our purpose to advise the Federal Government as to the precise manner in which Federal support should be fostered. ...
> In particular, it is NOT our purpose to urge upon the Federal Government any form of support which is directly associated with education. ...
> It is NOT our purpose to criticize the Government's accomplishments in the program of Health and Welfare.[23]

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[20] Brief presented to Paul Martin Concerning the Repeal of the Physical Fitness Act. (N.A.-R.G. 29, File No. 210-8-1, Vol. 4).

[21] Ibid.

[22] Ibid., p. 2.

[23] Ibid., p. 3.

The brief went on to request areas in which CAHPER thought the Government could give assistance. It stressed that there was a great need for the Federal Government to provide both leadership and financial support. These areas were already started under the Council. Consultative service was established in the field of drama. The Division hired Mr. Meiklejohn as a consultant for drama. It was also the Council's intention to hire a consultant for facilities and planning. Leadership training was begun by the Council when it instituted scholarships for top candidates. As well the Council had laid the foundation for training programmes such as the one year plan at the University of British Columbia and their proposed four year degree. Under the Division, the Council, attempted to publish programme aids, printed materials, and to collect resource materials.[24]

The result of this brief did not affect the repeal of the NPFA, but it did give the Government some feedback on its future direction. Martin met with a CAHPER committee consisting of Iveagh Munro, M. Bruker, J. Dulude, and J. Kirkpatrick. This committee presented the proposal to Martin on behalf of CAHPER and its members. The Government's reply was that it was not in a position to provide

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[24] Ibid., pp. 2-9.

the large sums of money needed for facilities. However, they stated that they would consider the rest of the report. The Government, at this time, decided that Dr. Doris Plewes and the Division had done an excellent job. Her services and probably those of the Division would continue.[25]

CAHPER's report must have affected Martin's decision on the Division. For earlier in June, Martin discussed the future of the Division with W. Macdonnell, a member of the opposition. Martin said that "...at the end of this year we shall have to see to what measure of liquidation we can bring the operation of that Division."[26] In 1952 Mr. R. Thatcher had criticized the amount of money that had been paid out for the Division.[27] Later in 1954 he told Martin that he was happy to see the budget down to $78,000.[28] He felt that the taxpayers were not getting value for their money. Martin, who was preparing for the repeal, candidly agreed with Thatcher.

When the agreements finally came to an end on March 31, 1955, some questions were finally asked in Parliament relating to the repeal of the Act. They were answered very quickly and little resulted from their discussion. Probably,

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[25] Ibid., p. 10-11.

[26] House of Commons Debates. June 19, 1954., p. 6330.

[27] Ibid., April 24, 1952. p. 1570.

[28] Ibid., May 3, 1954, p. 4333.

these questions resulted from a report in the Winnipeg Free Press. This report stated that the provinces Saskatchewan, Alberta, New Brunswick and Nova Scotia had not been told by the Government that the NPFA was going to be repealed.[29] This matter was questioned in Parliament on March 17, 1955. Martin's reply was that "...our intentions had been given by the Prime Minister (Mr. St. Laurent) in announcing the agenda for the session of Parliament."[30] However, whereas beforehand he had stated that no complaints had been registered, at this point, he said that Saskatchewan was the only province that had complained.[31]

Martin was asked by Mr. Zaplitny, M.P., if the provincial governments had ever been officially notified by the Government. His reply was that no message had been sent by the Prime Minister to the Premiers and none had been sent by himself. The Council members, he said, knew early in 1953 of the intention as they were told that their positions on the Council would no longer be open.[32] Perhaps Martin assumed that the Council members would inform

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[29] Winnipeg Free Press., Tuesday, March 15, 1975.

[30] House of Commons Debates. March 17, 1955. p. 2105.

[31] Ibid., p. 2106.

[32] Ibid.

their provinces respectively. But, not all provinces were represented in the Council and Martin was probably using this as an excuse. More realistically the Government, by not officially notifying the provinces, had planned a quick scheme to repeal the Act without any disturbance. If the provinces had known in advance that no legislation would be following, then they may have reacted in more of a vocal way. Certainly, they would have let their Members of Parliament know about the problem and then there would have been more discussion at the time of repeal.

Still, even later in January, 1956, the matter of the NPFA repeal had not been completely put to rest. The Recreation Directors Federation of Ontario suggested that a Royal Commission should be established to investigate the state of physical fitness in Canada.[33] This was quite ironic coming from a province which for many years was not a member of the NPFA. Mr. B. Brown, from Brantford, gave statistics showing the surprising decline in the state of physical fitness among Canadians. Only one-sixth of the population was considered physically fit. His final statement sums up the significance of the NPFA:

> Undoubtedly, it is a provincial matter, but I believe it is also a national issue. No

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[33] Ibid., January 13, 1956, p. 89.

> one regrets more than I that the National Physical Fitness Act was repealed last year in this house, apparently without protest. I take my full share of the blame for giving the impression abroad that we members of parliament were not interested. As a matter of fact, I hope that some day we will have a new act because I believe this house is composed of members who are most interested.[34]

Summary

The NPFA appeared fated to be repealed from the beginning of Martin's appointment as Minister of National Health and Welfare. His final plans for the repeal of the Act were begun in 1953. Yet, Martin's plans may have started back in 1948 when he took over his position. Certainly he did his utmost to force the Council to vacate what it thought to be its responsibilities.

CAHPER's brief and some of the later questions raised in Parliament definitely had some effect in continued Federal involvement in the sport, fitness and recreation area. In addition, CAHPER, through its actions, consolidated its position as the leader in this area. It was a national organization and it had many members in all of the provinces. This could only aid in making the Government think about future matters. Physical fitness and

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[34] Ibid., p. 90.

sport were becoming important contributors to society as indicated by the title of the next Act, Bill C-131. In 1961, less than five years in the future, the Government was to think this was an important enough matter to concern the whole of Canada.

CHAPTER VIII

THE NATIONAL COUNCIL OF PHYSICAL FITNESS, THE DIVISION OF PHYSICAL FITNESS, THE PROVINCES AND THEIR INVOLVEMENT WITH THE NATIONAL PHYSICAL FITNESS ACT

The Council during its ten years of existence passed many resolutions and made many recommendations at its meetings. The Division was used by the Council to operate, promote and advertise its purposes and objectives. The NPFA was similar to any Act passed by Parliament. However, for any Act to prove to be effective, it had to be dependent upon how its programme was implemented. The Council implemented its programme through its Council members, through the Division and through the provinces.

In order to become part of the Fitness scheme a province had to have its own provincial plan agreed upon by the Minister. This plan was necessary to start resolutions and recommendations of the Council that the province could use. It was also important to have a provincial plan to fulfill the province's own needs. For the NPFA to have been considered an important and significant undertaking, the objectives of the Council listed under Section 4 of the Act, would have to be adopted in the provinces.[1] The

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[1]See Appendix 1.

general population had to be affected by the Act. Alterations in the outlook of physical fitness would indicate that the Act was effecting the population and a change was occurring.

It was the Council's job to see that the decisions it made were applicable to the provinces. The Division was responsible for giving various kinds of information to the provinces. The provincial organizations would use this information as they saw fit. All these organizations had to work together if any of the NPFA aims were to be reached.

The National Council on Physical Fitness

The Council was established on July 24, 1943 for the purpose of promoting physical fitness. Its objectives and powers were listed under Section 3 and 4 of the NPFA. The Council was composed of not more than ten people. These members were appointed by the Government. One of these members was appointed as the National Director of Physical Fitness.

The first meeting of the Council was held in Ottawa on May 23-24, 1944. The last meeting, the nineteenth, was held in Ottawa on December 8-10, 1952.[2] During the first meeting the policy of the Council was established. The

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[2]See Appendix 3 for a list of all meetings held by the Council.

Council was "...to bring to the attention of the Canadian people measures designed for the improvement of National Physical Fitness."[3] In order to implement these measures the Council decided to use the appropriate provincial authorities. Agreements were originally signed with Alberta, British Columbia, Nova Scotia, Saskatchewan and Prince Edward Island.[4]

The breadth of this Act, as considered by Council, could be seen in its resolutions. The Council would assist agencies interested in physical education, recreation, cultural activities, (art, music and drama) and sports.

The NPFA was to apply to all Canadian citizens regardlews of sex, age or fitness level. Physical education was interpreted as:

> The aim of physical education is to obtain and maintain the best possible development and functioning of the body, and thereby to aid the development of mental capacity and of character. The mind and body are so essentially ONE that, the divorce between them is what is commonly called education, appears as unscientific as it is pronounced. However, brilliant the intellect, a neglected body hinders the attainment of the highest capacity possible to an individual; and, conversely, the maintenance of the best possible functioning of the body must react as a beneficial mental stimulus.[5]

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[3] Minutes of the First Meeting, p. 8. See Appendix 4 for the members on the Council.

[4] Annual Report of the Department of Pensions and National Health, 1943-44, p. 68.

[5] Ibid., p. 15. This was the same interpretation presented in the Report of the Physical Education Committee of the British Medical Association.

Altogether, twenty-eight resolutions were passed by the Council. Committees were set up and chaired by members of the Council. These committees dealt with legislation, athletics, community and rural activities, health services and medical gymnastics, games and sports, physical education, gymnastics, swimming and life saving and leadership training.[6]

During the second meeting, held on August 29-30, 1944 the rules, regulations and procedures governing the conduct of business was established. These resolutions were reviewed and amended at the sixteenth meeting of the Council, April 10-12, 1951.[7] The Council encouraged observers to attend the meetings. The Council felt that these observers could provide valuable assistance. The function of the Council was to advise the National Director of Physical Fitness with regard to a national programme. The large amount of correspondence received indicated that the Council and the Division were being recognized as the official bodies through which leadership and assistance could be obtained.[8] Reports, at each meeting, were received from each of the co-operating provinces. These reports would outline the work done in each province. Manitoba

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[6] Ibid., p. 17

[7] Rules, Regulations and Procedures. (N.A.-R.G. 29, Acc. No. 71/270, File No. (1-4-5, Box 7).

[8] Annual Report of the Department of National Health and Welfare, 1944-45, p. 65.

was the next province to join.[9]

The Council had also proposed that leadership training and degree courses should be established in universities. Letters were sent to the Provincial Ministers of Education by the Minister of National Health and Welfare asking provincial ministers to encourage the establishment of these courses at Universities.[10] The University of Toronto offered a degree course in 1940. McGill began its course in 1945. It was followed closely by Queen's and the University of British Columbia in 1946.[11]

Dr. Arthur H. Steinhaus, Chief of the Division of Health Education and Physical Fitness, was among the major figures who visited the third meeting in Winnipeg on November 2-4, 1944.[12] It was resolved here, and eventually undertaken and completed, that the C.P.E.A. should undertake studies to determine Canadian Standards of Athletic

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[9] Annual Report of the Department of National Health and Welfare, 1944-45, p. 65.

[10] Ibid.

[11] F. Cosentino and M.L. Howell. A History of Physical Education in Canada. Toronto: General Publishing Company Limited, 1971.

[12] Minutes of the Third Meeting of the NCPF. November 2-4, 1944.

achievement and to develop a national emphasis on swimming.[13] Eisenhardt also presented a proposal that would establish camping as a regular activity with the Boy Scouts Association.[14]

When the conference of Canadian Universities met in Hamilton in 1944, a representative of the Council asked the Assembly to consider the establishment of degree courses in health, physical education and recreation. A committee of National Agencies, headed by A.A. Burridge, recommended that 5,000 qualified leaders would be needed in Canada in a few years.[15] Committees were formed to study leadership training. Members included the YMCA, YWCA, YMHA, Wartime Housing, Girl Guides, Canadian Association of Adult Education, Student Christian Movement, CPEA and NCPF. Burridge was in charge of the Council's part in the programme[16] and he was assisted by Dr. Doris Plewes.[17]

Plewes and Burridge were the major developers of the plans for a suggested undergraduate course of four years

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[13] Minutes of the Third Meeting of the NCPF. November 2-4, 1944., p. 4.

[14] Ibid., Appendix.

[15] NCPF. "Suggested University Course Leading to Bachelor of Science Degree in Health, Physical Education and Recreation, November, 1945, 27 pp.

[16] Annual Report of the NCPF. 1945-46, p. 90.

[17] Minutes of the Fifth Meeting of the NCPF. November 28-30, 1945., App. J.

leading to a B.Sc in health, physical education and recreation. Graduate courses were also recommended. A model curriculum of the courses proposed was enclosed in the report.[18] The curriculum included courses in English and English writing, psychology, social studies, the basic sciences, arts and crafts, business, education, playgrounds and community centres and activity areas.

This curriculum did cause much interest. As mentioned earlier, degrees in physical education were soon offered after this conference. Other universities, besides Toronto, McGill, Queen's and British Columbia, to offer courses, were Western Ontario (1947), Alberta (1949) and Ottawa (1949).[19] Its effect was important because before there were very few courses, now there were at least seven in the short space of four years.

Throughout these early years the Council instructed the Director to invite organizations to its meetings. Joint projects and the stimulation of ideas were the major hopes of such meetings. The National Advisory Council of

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[18] NCPF. "Suggested University Course Leading to Bachelor of Science Degree in Health, Physical Education and Recreation." op. cit., p. 6.

[19] M. L. Van Vliet (ed). Physical Education in Canada. Scarborough: Prentice Hall of Canada Ltd., 1965, p. 10.

the Senior Clubs of Canada elicited a keen interest and a readiness to explore projects to which support could be given.[20] In an effort to promote the NPFA, the Director, Ian Eisenhardt, visited each province in Canada with the exception of Prince Edward Island. The purpose of these visits was to promote the Act and the policies of Council.

Cooperation took place between the Council and the Division of Child and Maternal Health. This cooperation included an interest in the Wetzel Grid.[21] Research was carried on to explore the possibility of using the Wetzel Grid to determine the relationship between the individual's performance, ability and the level of physical development attained. The Grid would be used in order to classify activity and for achievement tests related to sports and games.

Ian Eisenhardt resigned in September, 1946. He decided to join the United Nations as Chief of Staff Activities and Welfare. Following his work in New York he was appointed Secretary to an International Commission on Education Rehabilitation with UNESCO in Paris.[22] He

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[20] Annual Report of the Department of National Health and Welfare, 1945-46, p. 90.

[21] Ibid., 1946-47, p. 77.

[22] Letter: Eisenhardt to Author. October 25, 1971, p. 2.

eventually returned to Canada in 1949. In 1950, he was appointed Supervisor of Physical Education and Recreation for the Indian Affairs Branch of the Department of Citizenship and Immigration. His aims were to help the Indians to reach the necessary social and economic goals in order to enable them to take their place in the modern world.[23]

In order to do this, he decided the first step would be to survey existing facilities and conditions in the schools and on the reserves. He visited reserves in Quebec, Ontario, Saskatchewan, Alberta and British Columbia. He hoped to train young Indian men and women in the field of physical education and recreation.

Wherever he went, he found inadequacies in equipment, facilities and programmes. An example of the problems was cited:

> The playrooms in the residential schools are in most cases very inadequate. I would go so far as to say that they are actually demoralizing and I strongly urge that action be taken as soon as possible to provide better facilities.[24]

Eisenhardt wanted to devise a physical education and health curriculum, have medical examinations, design playrooms, get handicraft and kindergarten equipment, initiate field and sport days, involve cadet training and use physical fitness tests. Moreover, he wished to create an

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[23] I. Eisenhardt. "The Canadian Redman of Today." Journal of the American Association for Health, Physical Education and Recreation. June, 1951.

[24] Eisenhardt. General Report of Indian Reserves in Alberta and Saskatchewan. September 11-October 26, 1952, p.1.

award for the outstanding Indian athlete of Canada. He eventually created a Tom Longboat Medal for the best athlete in Canada. This award was designed in cooperation with the Amateur Athletic Union of Canada.[25]

However, like any programme it would take money to make lasting changes. This was never to come because the Government did not give the necessary funds. Frustrated as he was during his time with the NPFA, Eisenhardt resigned. In his own words, he said:

> I was disappointed, the Gvt. was only ready to pay lip-service and a few years later I resigned and became Director of Community Services for a Pulp and Paper Co. in LaTuque, Quebec., soured and disillusioned by all these set-backs.
>
> In the middle fifties I became Manager for the Dom. Life Ins. Co. for the Province of Quebec (my Commerce Degree finally paid off)., a post I held until my retirement last April.[26]

After Eisenhardt's resignation, Joe Ross was appointed acting Director and Doris Plewes was added to the Division of Physical Fitness.[27] A Director, Ernest Lee, was finally appointed in October, 1949. After one year he resigned and Ross, again, took over.

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[25]Eisenhardt. General Report of Indian Reserves in Alberta and Saskatchewan. September 11-October 26, 1952, p. 4.

[26]Letter: Eisenhardt to author. October 25, 1971.

[27]Annual Report. Department of National Health and Welfare. 1946-47, p. 79.

This was a problem that the Council had. Although Ross had done a good job, in the six years he was Acting Director, he still was not working at the job full time. He was not paid for his services as Acting Director. Since he was not around all the time, he could not keep in steady contact with the government. This led to the conflict that eventually emerged between the Council and the Government.

The Council, through the Division during the 1947-48 fiscal year, kept in contact with information sent from Scandinavian countries and the Commonwealth countries.[28] The additions of Lee and Kirkpatrick to the Council were important.[29] The Northwest Territories signed an agreement with the Government but no member from the Northwest Territories ever served on the Council.[30] However, J. W. McKinnon and H. R. Lamberton were included in committees of the Council.[31]

Some of the activities of the Council during this period were quite notable. The National Aquatic Standards

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[28] Annual Report of the Department of National Health and Welfare, 1947-48, p. 95.

[29] Ibid., p. 100.

[30] Ibid.

[31] Ibid., 1948-49, p. 125.

for Canada were established. Earlier in 1944, the Aquatic Committee of the Council asked CAHPER to study the problem.[32] The Council had convened a meeting of representatives of all groups who had an interest in this area. These standards were the result of this work.

Another resolution was the implementation of the Canadian Recreation Congress. This Congress eventually met in September, 1949. As well, the Council recommended the promotion of scholarships to encourage the progessional training of persons in the field of physical education and recreation.[33] Scholarships were eventually given to prospective graduate students, even though the total amount per scholarship was never over $1,000.[34]

Another innovation of the Council was the initiation of the National Amateur Athletic Achievement Award.

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[32] Annual Report of the Department of National Health and Welfare, 1947-48, p. 101.

[33] Ibid.

[34] Ibid., p. 102. The following received scholarships from the NCPF:

1949-50: M.L. Van Vliet, University of British Columbia (Alberta)
H.D. Whittle, University of British Columbia
Roger Dion, University of Ottawa
Miss L. Dumais, Laval University
F.R. Kennedy, University of Manitoba

1950-51: W.F. Clayson, University of Toronto
George Grant, University of Victoria
Miss E. McFarland, University of Alberta
Miss J.H. Ramsay, University of Western Ontario
H. Ryan, McGill University
E.J. Tyler, Brandon College

This award was established for presentation to persons who brought honour to Canada through achievement in amateur athletics.[35] The first award was presented to Miss Barbara Ann Scott for her achievements in winning the women's figure skating championships of Canada, North

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1951-52: C.M. Bedford, University of Saskatchewan
Jean Coutu, University of Quebec
Miss M. Henderson, University of British Columbia
W.J. L'Heureux, University of Western Ontario
R.E. Wilkinson, University of McGill
Miss Joyce McLean, University of Saskatchewan
Miss Mona M. Russell, University of Western Ontario

1952-53: Miss H.M. Eckert, University of Alberta
W.A.R. Orban, University of Ottawa
J.O.E. Pearson, University of Western Ontario
R. Rathie, University of Saskatchewan
L.E. Brown, University of British Columbia
Miss P. Cunningham, University of New Brunswick
E.J. Hrenchuk, University of Manitoba
H.J. McLachlin, University of Alberta
F. Pyne, University of Saskatchewan
A.H. Shears, University of Nova Scotia
B. Thompson, University of British Columbia

[35] Ibid., p. 102.

America, Europe and the world. The presentation was made by the Governor-General of Canada, who was Lord Alexander, assisted by Paul Martin and Joe Ross on December 13, 1947, in Ottawa. It was not the intention of the Council to make this award available every year. The second person to achieve this award was Robert M. McFarlane of London, Ontario. He received his award for figure skating as well. This was the last time that the award was given to any Canadian.

The 1948-49 period was also noted for achievements. The Council's meeting was held in Montreal during April 10-13, 1948, in order that it might share its programme with CAHPER.[36] This idea proved to be as valuable as the 1944 Winnipeg Meeting. In order to coordinate with its interpretation of physical fitness stated in 1945, the Council also interpreted recreation:

> We unanimously adopted the interpretation of recreation in its broadest sense - to include Drama, Arts, Music and other cultural activities which make so vital a contribution to living, as well as physical activities.[37]

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[36] Ibid., 1948-49, p. 125.

[37] Minutes of the Ninth Meeting. April 10-13, 1948.

The Council asked the Minister to call a meeting of representatives of all the sports governing bodies in Canada.[38] The purpose of this was for Sports associations to discuss mutual problems and solutions and thus promote a greater participation in sports. This was necessary for increasing the fitness and pleasure of Canada's people. Earlier in 1945, Eisenhardt had tried a similar approach, although from a stronger point of view, and it was attacked by the nation. These meetings proved to be so successful that three Committees were set up. The Canadian Sports Advisory Council grew out of these meetings.[39] These committees also recommended that a survey be made of the needs of sports and facilities. The meetings were so successful that a second meeting was scheduled for 1949.

Ontario eventually joined the NPFA in 1949. The foundation for this merger had been created by the Council. However, Davidson and Martin did most of the work in getting the agreement signed. The Government at first was quite enthusiastic about Ontario joining but eventually, after Ontario would only sign one year contracts, it became disappointed.

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[38] Annual Report of the Department of National Health and Welfare, 1948-49, p. 125.

[39] E.F. Zeigler. "A Reply to Abolish the National Fitness Undertaking." CAHPER. September, 1954, Vol. XX, No. 1, p. 19.

During the 1950-51 fiscal year, the Council's major achievement was the Third National Conference of Sports Governing Bodies. It was at this conference that the Canadian Sports Advisory Council was eventually formed. The Council had hoped that such a group would be established.[40] A recreation survey was also conducted by the Council on a Canada-wide basis. This was done with the cooperation of the Canadian Federation of Mayors and Municipalities and the Parks and Recreation Association of Canada.[41] Questionnaires were circulated to all cities over 10,000 and some to smaller municipalities. The survey indicated that more money was being spent on public recreation programmes than had been estimated. Many of the smaller communities were now devoting an increasing proportion of tax funds for such a venture.[42] The survey also showed that very little attention and few recreation dollars had been devoted to the needs of the older adult groups and the industrial worker.[43] In 1951, the Council decided to continue and expand the survey to include all municipalities in Canada over a population of 1,000 or more.[44]

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[40] Annual Report of the Department of National Health and Welfare, 1950-51, p. 96.

[41] National Survey of Recreation in Canadian Communities, 1951, 40 pp.

[42] Annual Report: 1950-51, op. cit.

[43] Ibid., 1951-52, p. 95.

[44] Ibid.

Since the Council was having trouble with the Minister and amendments it decided to find out exactly where it stood. It requested the Deputy Minister to interpret certain sections of the Act. The Council was given executive powers and as a consequence plans were begun to make changes in administrative practices.[45]

In 1951, the Council continued to be concerned with the establishment of one year Recreation Diploma Courses.[46] The Council sent out invitations to all Canadian Universities asking for interested people. After many proposals preliminary arrangements were made for the establishment of such a course at the University of British Columbia for the fall of 1952.[47] The course, limited to thirty students, was given a grant of $5,000 by the Council. In addition, the Council provided funds for the tuition fees and transportation costs of twenty-nine students. Nine provinces

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[45] Annual Report: 1950-51, p. 97.

[46] Ibid., p. 95.

[47] Ibid.

and the Northwest Territories were represented.[48] Ross wrote to Norman McKenzie, the President of the University of British Columbia, to say:

> The University of British Columbia was selected without a dissenting vote and this letter is to secure from you permission for Ottawa to release the announcement of the course.[49]

On April 24, 1952, MacKenzie wrote to Ross telling him that UBC had accepted the offer and the announcement could be made.[50]

The Council invited representatives from all professional schools granting degrees in physical education and/or recreation to Toronto in September, 1951. The result was the first National Conference on Undergraduate Professional Preparation.[51] The second conference was held in June, 1952, in Ottawa.[52] During the same period the Council was interested in Employee Recreation. A meeting of representatives was held in Ottawa in January, 1952, to discuss problems connected with Employee

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[48] Ibid.

[49] Letter: April 9, 1952. (N.A.-R.G. 29, Vol. 787, File No. 266).

[50] Letter: (N.A.-R.G. 29, Vol. 787, File No. 266).

[51] Annual Report of the Department of National Health and Welfare., 1951-52, p. 95.

[52] Ibid., 1952-53.

Recreation. The organization of a committee to discuss problems was the end product.[53]

Since many Canadians were dissatisfied with the performance of Canada's 1952 Olympic team, the Council felt an opinion survey would be appropriate. No recommendations were made in the published report because this was a direct responsibility of the sports governing bodies concerned.[54]

After December, 1952, the Council did not meet again. Conflicts with the Department of Health and Welfare and its Minister, Martin, caused the Council to finally break up. Early in 1953 Ross resigned from the Council because he could no longer tolerate the situation. The Council officially ceased to function when the NPFA was repealed on June 15, 1954.

The Physical Fitness Division

The Division was basically the middle person between the Council and the Department of National Health and Welfare. The Division was the administrative arm of the Council. It administered the NPFA for the Council and the Minister. The promotion of resolutions and the publication

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[53] Ibid., 1951-52.

[54] Ibid., 1951-52.

of printed materials were the main responsibilities of the Division.

The Division did not operate fitness or recreation programmes. This was a provincial and more specifically, a community responsibility. The Division simply acted as a clearing house among the provinces for the latest information about physical fitness, recreation, physical education, community organization, cultural activities, sports and other activities. It circulated reports about activities and developments that occurred abroad. As well it prepared, published and distributed information materials relevant to its field. Visual aids, films and film-strips, community and family recreation, drama, sports, handicrafts, hobbies, and physical education were part of its organizational responsibilities.

There was a close working relationship between the Council and the Division. The Director, in actuality, was working for both the Council and the Division. It was the Director's responsibility to take the resolutions and recommendations of the Council and then through the Division endeavour to implement them.

The Division soon developed into a valuable appendage of the Council. After Dr. Doris W. Plewes was appointed in August, 1946 the Division became extremely instrumental in producing printed articles and distributing them throughout Canada.

In 1946, the Council recognized the need for publicizing standards, test, and measurements for physical education in Canada. Doris Plewes was primarily hired to do this job because she had been coordinating the CPEA project for two years. Two booklets, "Camp Feeding" and "Better Health Through Skiing" were issued during the year.[55]

During the 1946-47 fiscal year the Division began to become heavily involved. Projects were started that were continuous and helpful. One of these projects was to assimilate knowledge from places other than Canada. This material was used to begin a data bank. Other projects were a film and book library, and a planning bank for design of facilities, particularly playgrounds.[56] Once information became available it was distributed throughout the provinces.

Since leadership was of vital importance to Canadian cities and towns, the Division kept in touch with provincial departments, universities and other training centres. Its purpose here was to locate qualified personnel who may prove to be helpful to the communities.[57] The Division contacted students attending courses in other countries that would give them qualifications for jobs in Canada.[58]

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[55] Annual Report of the Department of National Health and Welfare, 1945-46.

[56] Ibid., 1946-47, p. 77.

[57] Ibid., p. 79.

[58] Ibid., p. 80.

It also advised and assisted in establishing a course for community recreation leaders in the province of Nova Scotia. In December, 1946, the Division established a recreational and sports preview film library in cooperation with the National Film Board. Films purchased were circulated to the provinces and then used for their purposes.[59] In conjunction with the Film library a reference library of resource materials, reference books and pamphlets, programme aids, government reports and bulletins was established. Through the Department of External Affairs reports on programmes, involving physical education, recreation and sport, were collected.[60] All were made available to the provinces.

In 1947, members of the Division visited the conventions of the American Association for Health, Physical Education and Recreation, the Society of State Directors, the American Recreation Society, the Industrial Recreation Association and the National Recreation Association.[61] Pamphlets published were "Fit for Tomorrow", "Daily Does It", "Guide for Community Recreation Leaders", and "National Aquatic Standards for Canada". Films and film

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[59] Ibid.

[60] Ibid., p. 81

[61] Ibid., 1947-48, p. 96.

strips included "Fit for Tomorrow", "Film on Urban Recreation", and the "Wetzel Grid". Two displays were prepared and loaned to the provinces and to national organizations holding conferences.[62] There were displays on camping, and the interrelationship of local, provincial and federal services. Many of these projects were published in both French and English.

In 1948, the Division was represented at conferences such as the Canadian Education Association, CAHPER, AAHPER, Parks and Recreation Association of Canada, Canadian Olympic Association, Amateur Athletic Union of Canada and the Joint Planning Commission. Visitors touring Canada were Dr. Agne Holmstrom, Secretary-General of the Organizing Committee for the Lingiad (Sweden), and Miss Kathleen M. Gordon, Commonwealth Fitness Officer from Australia.[63] The amount of information disseminated by the Division in 1948-49 totalled over 100,000 copies. There were 138 mimeographed subjects in English and French. Printed materials amounted to over 73,732 copies in French and English. This was an increase of over 65,000 copies from 1947-48.[64] In addition many reports were prepared and

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[62] Ibid.

[63] Ibid., 1948-49, p. 121.

[64] Ibid., p. 122.

distributed.[65] Five different displays showing the value of physical fitness were created. The film library added 37 new titles. There were now over 106 films available on physical fitness.[66]

The highlight of 1949 was the visit of Doris Plewes to England, Scotland, Scandinavian countries and France. She represented the Division at the Lingiad, the World Congress for Physical Culture in Stockholm and Copenhagen.[67]

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[65] Ibid., p. 121-122., These included:

(1) Memorandum re Health Services in Canadian Universities - prepared at request of Australian Government.
(2) First National Conference of Sports Governing Bodies - prepared at the request of the NCPF.
(3) Sports and Athletics in other Countries (NCPF).
(4) Report on Physical Education and Recreation in Penal Institutions (NCPF).
(5) Report on Physical Education and Recreation in Mental Institutions (NCPF).
(6) Methods of Promoting Cultural Recreation in the Provinces (NCPF).
(7) Provincial Relationship with National Agencies (NCPF).
(8) Services Available in Provincial Offices (NCPF).
(9) The Lingiad, Stockholm.
(10) Programme Aids Available in Provincial Fitness Offices (NCPF).

[66] Ibid., p. 122.

The highlight of 1949 was the visit of Doris Plewes to England, Scotland, Scandinavian countries and France. She represented the Division at the Lingiad, the World Congress for Physical Culture in Stockholm and the International Congress for Physical Education for Girls and Women in Copenhagen.[67] Ernest Lee, the new Director, continued to represent the Division and the Council at Canadian conferences. Over 42,000 mimeographed bulletins were sent out.[68]

Some of the more important productions produced by the Division in 1950 were: "Equipment for Outdoor Play", "Pre-School Play Areas", "Simplified Staging", "Featuring Fitness (bibliography)", "Coaching and Officiating Clinics", "Schools and Courses in the Province of Canada","Facilities and Programmes for the Utilization of Industry", "Proceedings of the Third Conference of Sports Governing Bodies", "Sports and Athletics in Other Countries", and a "Report on the First Canada Wide Survey on Municipal Recreation". Probably one of the more important efforts was the report on "Sports and Athletics in Other Countries:. Starting in 1948, and because of the Conferences of the Sports Governing Bodies, the Division communicated with the authorities in a

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[67] Ibid., 1949-50, p. 102.

[68] Ibid., p. 103.

number of other countries requesting information on the organization and administration of sports and athletics.[69] A short questionnaire was sent out which was to prove useful for those people and organizations in Canada interested in sport organization. The questions included: the method of selection of participants for National and International competition, the amateur definition, relationship to the National Olympic Committee and other sport bodies, formation of a federation of sports, relationship of governing bodies to the organization of school sport, recruitment of school age children by professional sports promoters and the operation of sports programmes for school age children. Twenty countries answered the questionnaire. The Division believed these answers could be a great help for Canadian sport organizations.

As the Division got involved with more and more projects, there began a definite increase in the number of specialized fields. These specialized fields included recreation for young children and older age groups, institutional programmes, and employee recreation. However, the Division did not have specialists in these areas because the Government would not give it money. Earlier, one specialist had been hired for Drama.

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[69] Sports and Athletics in Other Countries, p. 1.

During the 1951-52 year, 133,693 copies were printed and mimeographed in French and English.[70] Some of the more important publications were "Simplified Staging", "Hockey Coaching", "Play for Pre-Schoolers", "National Survey of Recreation in Canadian Communities", "Aquatics Standard Conference", and "First National Employee Recreation Conference". Another drama audio-visual aid was produced about "Simplified Stage Lighting". Production was started on a package of visual aids on "Weaving".[71] "Simplified Stage Lighting" was given one of the ten all-round awards for film. It was judged as having a-1-round excellence, originality, production to a purpose and stimulation to mental activity.[72]

The amount of printed and mimeographed materials distributed in 1952-53 was down to 93,078 copies. This was due to a new government policy of placing some information materials on a "for sale" basis.[73] The amount of work for the Division was decreased with the Council holding its last meeting during December 8-10, 1952. At this time, the Division did not have that many new projects to begin. Its basic work now was involved in the care of the provinces who

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[70] Ibid., 1951-52, p. 94

[71] Ibid.

[72] Ibid.

[73] Ibid., 1952-53.

were still under agreement with the Act. In fact, it became the Council, and Doris Plewes became its spokeswoman.

The new policy of putting items "for sale" was well-received by the provinces. They could now receive as many copies of a particular article as they wanted. As a result in 1953-54, the total number of items distributed was 124,220.[74] Before the film library service had been slowed down because of the lack of hired help. Its service was resumed with the appointment of a reference assistant.

Throughout its existence the Division handled payments to the provinces. If, during the eleven years of payment, all the provinces and territories would have joined, $2,475,000 would have been contributed by the Government. The amount of money actually spent was $1,274,190.94.[75] At the same time, the provinces, in addition to the government grants, spent $5,130,317.50.[76] The grand total of money spent in Canada on fitness over the period governed by the NPFA was $6,504,508.44. During this same period the Division and the Council spent approximately $550,000.00.[77] The Division had distributed nearly 1,000,000

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[74] Ibid., 1953-54, p. 112.

[75] Ibid., 1954-55, p. 123. For a detailed break-down on a year by year basis per province. See Appendix 5.

[76] Ibid., p. 124. See Appendix 6.

[77] See Appendix 7 for a more detailed break-down.

copies of articles to the provinces.[78] During its greatest period the Division employed nine people, three of whom were professionals.

The Provinces

The Council and the Division acted as an information centre for the provinces. It was in the provinces that the work of the NPFA had to have an effect, if the Act was to have had any value. During the existence of the Act all the provinces joined except for Quebec, Newfoundland, and the Yukon. The Yukon never did get organized in such a way that it could benefit from the NPFA. This territory was a perfect example on how the Act broke down. The amount of money allotted for this province was barely $200.00. Newfoundland could have entered at any time. Provisions were made for its entry in 1949. Quebec was the only province that did not try to enter. Its provincial autonomy had been infringed upon and it would not enter because of the basic principle that education was a provincial right.

Each year that a province signed they had to submit a plan for their programme. Most provinces, except for Saskatchewan, only signed on a yearly basis. The Government

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[78]This does not include the number of articles sold by the printers nor does it include articles printed in each individual province.

thought this showed a lack of real interest, so this was one of the reasons why the Act was repealed.

The importance of the NPFA lies in the fact that prior to the existence of the Act no province had a physical fitness director or programme. Alberta and British Columbia were the closest to having some kind of a programme. By 1954, every province, except Quebec, had some type of provincial organization looking after fitness. Even Quebec had many organizations working in the province; even though they were working separately.

A. British Columbia

British Columbia and Ian Eisenhardt can be credited with the first physical activity programme in Canada of any real significance. The "Pro-Rec" programme as it was known, began in 1934 and has really continued to the present day, although its name has been changed. This programme was highly successful and operated as the physical fitness organization that spread the Council's ideas throughout the province. All of its Directors, Eisenhardt, Mathiesen and Lee were members on the Council at one time or another, and two of them, Eisenhardt and Lee, were Directors for short periods.

The province had no provincial Physical Fitness Act. Its authority to enter into agreement with the Government was based upon general departmental legislation.[79] This organization, in 1947, had seventeen full time people working in the programme and eighty-five part time workers. This was a tremendous increase over earlier years. Probably this increase was due to the school for playground leaders that was started by Eisenhardt in 1934 to staff his programme.

During its early association with the NPFA, British Columbia asked to be guided by the Council.[80] Although it did not set up a Council in the province, it did set up a Technical Committee on Physical Fitness.[81] The Act was implemented through the Pro-Rec Programme. This programme operated under the Ministry of Education and more specifically, under the Physical Education Branch. The total budget for 1944-45 was $46,015.75.[82] $16,017.50 was contributed by the Government.[83] Below is a comparison of the services rendered by the provincial department. This,

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[79] Annual Report of the Department of National Health and Welfare., 1946-47, p. 85.

[80] Bulletin #2. Minutes of the NCPF, 1944, p. 29.

[81] Bulletin #3, op. cit., August 29-30, 1944, pp. 46-48.

[82] Minutes of the Fourth Meeting. April 5-9, 1945. Appendix 2, p. 11.

[83] See Appendix 5.

according to Mathiesen, its Director, showed a tremendous upswing immediately in 1944-45. The reason for this, he said, was directly related to the publicity given to the Act by the Council.[84]

Year	1944-45	1948-49	1949-50	1950-51	1951-52
Number of Classes		199	195	201	276
Number of Participants	18,265	13,388	12,721	16,622	18,979
Total Attendance	229,679[85]	151,784	170,906	208,680	213,437
Number of Paid Leaders					
Full		7	9	9	10
Part-Time		22	120	128	135
Pianists		45	33	39[88]	32[89]
Community Centres		11	8		
Number of Participants		7,830	7,514		
Total Attendance		238,265[86]	348,436[87]		

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[84] Minutes of the Fourth Meeting. op. cit. Appendix 2, p. 12.

[85] Ibid.

[86] Report for the Fiscal Year 1948-49. (N.A. Box 526456, File No. 214-4-9).

[87] Ibid., 1949-50.

[88] Annual Report. 1950-51.

[89] Ibid., 1951-52.

From 1944 to 1952 there is a rise in almost every category. As usual, one of the greatest problems was money. When money was a problem, it was more difficult for a province to carry out the resolutions passed by the Councils. However, as indicated by a letter from British Columbia's Department of Education to Claxton, the amount of money given was not enough. The province could not implement all the Council's resolutions, it could only select what it could afford and what it considered to be the most important.[90]

B. Alberta

Alberta's physical fitness programme was not begun as early as that of British Columbia. One of its first health and recreation programmes was organized in the summer of 1938 in connection with the Dominion-Provincial Youth Training Act.[91] Eisenhardt had been called to Alberta to give his advice on how to set up a recreation programme. With the establishment of the NPFA, an agreement was reached between the province and the government. There was no provincial fitness act; the authority to enter into agreement

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[90] N.A. Box 52655, File No. 214-3-15, Vol. 1.

[91] Bulletin #2. Minutes of the NCPF., p. 9.

was based upon general departmental legislation.

Alberta's programme was mainly based upon the agreements of the Dominion-Provincial Youth Training Act. With the advent of the NPFA there was a reduction in the amount of money made available to the province by the Federal Government. Alberta changed its emphasis and removed any age limitations. It provided for leadership of school groups after school hours. Training courses for playground leaders, hiking groups and coaching of juvenile sports were also organized.[92]

In 1946, an Advisory Council was formed in Alberta. This Council was to advise the province as to how it might implement the NPFA. After two years, and with the adoption of the Cultural Activities Act, the Council became dormant.[93] Also in 1946, the University of Alberta established a course in physical education. When this course was established it was supposed to serve the whole West, as agreed upon by the Western Presidents.[94]

Alberta's first and only member on Council was Joe Ross who was on two separate occasions to become Acting Director. Each time he fought very hard for the Council and

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[92] Minutes of the Fourth Meeting. April 5-7, 1945, App. 2, p. 14.

[93] Annual Report. 1948.

[94] Letter: Ross from Eisenhardt. February 12, 1946, (N.A. Box 526454, File No. 214-I-8, Vol. 1).

for the NPFA. If it were not for Ross's tactics and diligence, the Council would have been defunct long before 1953. Ross was also the provincial person in charge of administering the Act for the province. Alberta did not have communication problems between federal and provincial governments because of Ross' dual position.

Alberta's original grant was $15,567.55.[95] In 1944-45, exclusive of the Government grants, Alberta spent $16,840.62 for a total of approximately $32,400.[96] During its eleven years the province contributed $331,617.51.[97] The Government contributed an additional $167,020.76. Thus a total of over one-half of a million dollars spent on physical fitness in the province.

The table on the next page gives a comparison of the general increase of participants in Alberta throughout the operation of the NPFA:

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[95] See Appendix 5.

[96] See Appendix 6.

[97] Ibid.

Year	1947	1948	1950	1951	1952
Number of Communities Participating	72	78	90	88	87
Number of Paid Leaders	192	191	250	272	254
Total Attendance	179,597 (98)	163,847 (99)	218,151 (100)	262,880 (101)	214,886 (102)

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[98] Annual Report. 1947.

[99] Annual Report. 1948.

[100] Annual Report. 1950.

[101] Annual Report. 1951.

[102] Annual Report. 1952.

In 1950 Alberta defined the purpose of its physical fitness programme:

> ...to meet the challenge of increased leisure time by encouraging and assisting in the development of community recreation opportunities particularly in rural areas. It is felt that through community effort in making "off the job living" more full and pleasurable, rural youth will not be so desirous to move to larger centres of population.[103]

Alberta's greatest contribution to its physical fitness programme, as far as Ross was concerned, was in the field of leadership training.[104] A Recreational Leadership Course was organized in which any community could nominate and send candidates to the school. They were then able to receive an Interim certificate which was valid for three years. This would allow them to be paid $3.00 for a 1½ hour class. After another four week training period and a year of successful field work they could receive their permanent leadership certificate.

C. Saskatchewan

Saskatchewan was one of the first provinces to align themselves with the proposal. It operated under the terms

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[103] Joe Ross. Answer to Kirkpatrick's Questionnaire, 1950.

[104] Ibid., Question 18.

suggested by the Council. A provisional fitness council was created in 1944. This was replaced in 1946 by the new Council.[105] A Provincial Physical Fitness Act was passed on March 1, 1944. It was placed under the jurisdiction of the Provincial Department of Public Health.[106] The programme was organized by Capt. G.C. Darby. Later he was joined by Ed. Parker.[107]

The province was allotted $17,520.75 by the Government. During the whole period of the Act, in which Saskatchewan signed a ten year lease, a total of $628,850.98,[108] was spent by both governments. The new CCF government under T.C. Douglas had agreed to go up to $100,000 per annum provided it was matched by the Federal Government.[109]

Realizing the lack of clarity in the National Act, the Saskatchewan Council defined fitness as being, "fourfold, and each side equally necessary and important; Physical, Mental, Moral and Spiritual." This was the same interpretation as passed by the Council at the same meeting.

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[105] Annual Report. 1946-47, p. 83.

[106] Bulletin #2, Minutes of the Council., 1944, p. 26.

[107] Minutes of the Fourth Meeting. April 5-9, 1945, App. 2, p. 7.

[108] See Appendix 5.

[109] Minutes of the Fourth Meeting., op. cit., p. 10.

The basic philosophy behind the programme was:

> We desire to make all persons more extensively fit to serve their God and their fellow man. Such a movement has its roots in the Home, the School and the Church which means institutional guidance, and then in its own individual community.[110]

The provincial Council prepared many pamphlets such as "Working Together", "Guide to the Formation of Recreation Councils", "Home Construction of Playground and School Apparatus".[111] The programme was popularized as the Saskatchewan Recreation Movement, (SRM). Its purpose was "...to initiate, promote, organize, publicize, guide and direct social, cultural and athletic activities, enterprises and events with the view to improving the well-being of the people of Saskatchewan."[112]

The SRM was interested in establishing Councils in every interested community. As well each community was organized into a district. Both the district and local communities were in charge of teacher guidance, community recreation direction, industrial and affiliated organizations. With complete communication to all its people the Council hoped to do a good job.

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[110] Ibid.

[111] Minutes of the Fifth Meeting of the NCPF. November 28-30, 1954., Appendix 5.

[112] Ed Parker. "Proposed Plan for Physical Fitness and Recreation", p. 3.

Both Wellband and Kirkpatrick were members of the Council. Both were involved extensively with the province's programme. Kirkpatrick was the Director at one time. Originally, the SRM was under the Department of Public Health. In April, 1948, the Division was transferred to the Department of Education.[113]

Douglas wrote to Claxton very early in the life of the NPFA. Douglas was upset that the Act was not getting larger funding. As the programme expanded the Federal Government would have to give out more money. Of course, the Government did not give the money. Douglas said if the Government was not interested in the Act, then it should wipe it out.[114] The Government chose to ignore this statement.

D. Manitoba

Like Saskatchewan, Manitoba was one of the initial provinces to sign with the Government. Like Saskatchewan, it created its own Act and its own Council. Both were similar to the National model. On March 27, 1945, an "interim council" was set up.[115] The Manitoba Physical

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[113] Minutes of the Ninth Meeting of the NCPF., p. 5.

[114] Letter: October 23, 1945.

[115] Minutes of the Fourth Meeting of the NCPF. Appendix 2, p. 6.

Fitness Act was passed at the same time. Unlike Saskatchewan, which had thirteen members on the Council, Manitoba had ten, just like the NCPF. Hart Devenney was made the provinces first physical fitness Director. Devenney was also a member of the Council.

Physical Fitness was defined as including "...all physical, mental, moral, and cultural conditions, capacities, qualities, characteristics, skills, aptitudes, and qualifications, that better fit a person to become a useful citizen."[116] The Physical Fitness Council was in the Department of Health and Public Welfare. The Council was formed of three members of the Department of Health and Public Welfare staff, one member from the staffs of Agriculture, Immigration, Education and the Attorney-General. These were all ex-officio. There were ten other members appointed by the Lieutenant-Governor.[117]

The largest emphasis in its programme was for Leadership Training. There were courses for normal school students, summer school students, volunteer leaders and joint courses.[118] Gimli school, which had been formed under the Dominion-Provincial Youth Training Plan, was its major

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[116] Bill No. 58. "An Act to Provide for the Promotion of Physical Fitness in Manitoba." (N.A. Box 526455, File No. 214-2-6, Vol. 1).

[117] Ibid.

[118] Annual Report Department of National Health and Welfare. 1946-47, p. 83.

leadership centre. The provincial council also distributed mimeographed programmes and guides. In 1947, a new graded curriculum in physical education was introduced for Grades 1-6. A revision was also started for Grades 7-11.[119]

E. Ontario

Ontario did not enter into agreement with the Government until 1949. Its share of $74,063.25 was not used for the beginning years.[120] As a province it contributed $2,843,052.56 in six years.[121] The Government contributed $450,599.25 during the same period. By not joining earlier Ontario lost about $3,000,000 that it could have spent on its province.

A. Burridge had tried to interest the province in joining. Early in 1945, the Ontario government started studying the plan. It set up an Inter-departmental committee with representatives from Education, Welfare, Health and Labour.[122] Drew considered that the NPFA was infringing upon the rights of the provinces. He did not join the Act but he set up, in 1945, his own Director of Physical and Health Education under the Department of Education.

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[119] Minutes of the Seventh Meeting of the NCPF. February 20, 1947, Appendix C-3.

[120] See Appendix 5.

[121] See Appendix 6.

[122] Bulletin #3, Minutes of the NCPF, pp. 56-58.

Ontario's physical fitness programme was operated through the community programmes branch, the physical and health education branch and the music branch.[123] The community programmes branch had district representatives throughout Ontario. The programmes consisted of counselling or organization, bulletin services, leadership courses, grants in-aids, assistance for communities, radio, music, arts and crafts, and dramatic programmes. Any municipal council carrying its own programme was eligible for a grant of $1,000 for a Director, a grant of $500 for an assistant Director, and 20% of the operating and maintenance fee to a maximum of $800,000. The services it operated included summer and winter leadership training courses, advisory services and material resources.[124] The budget for this section was about $475,000 for 1949-50. The Physical and Health Education Branch was responsible for supervision of the physical education programme in the schools. This department offers a Commissioner of Provincial Athletics, teacher training courses and services for publication, visual aids and the library.[125] $151,000 was allotted for this section in 1949-50. The Music Branch was the third

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[123] Press Release. March, 1949. (N.A.R.G. 29, File No. 214-2-15, Vol. 1).

[124] Ibid.

[125] Ibid.

part of the organization. Its job was to reinforce the School programme. It started with $10,000.

F. Quebec, Newfoundland, Northwest Territories and Yukon

Of these four provinces and territories only one had joined with the NPFA. Newfoundland did not become a province until 1949. The Yukon never did join because of the small sum it was to receive. The Northwest Territories joined in 1947. Quebec was the only province which did not make any move to join. If the Act had come to Quebec it would have been under the Ministry of Health or the Ministry of Education.[126]

Quebec was worried about the problem of provincial autonomy. Education was a provincial responsibility, just as health was. However, health officials did not worry about autonomy so much as education officials did. If the Act were to come in under the Ministry of Health, it would be better than moving again. In 1944, Dr. Jules Gilbert was its ambassador. He did an admirable job until he left the Council. Quebec had no Director of Health, only a Ministry of Health and no Director of Physical Education in the Department of Education.

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[126] Bulletin #2, NCPF., p. 18.

In late 1945, 25,000 copies of an illustrated booklet was entitled "Une politique d'education physique pour la province de Quebec", was distributed.[127] Gilbert was also optimistic that a Ministry of Youth might be established. Even though Quebec did not belong to the National Physical Fitness, many of its smaller organizations had prepared a plan without the federal grant.

Gilbert said:

> So far the reason for our own nonparticipation in the national scheme has been given as our opposition to federal interference in education, and the determination to maintain general provincial autonomy.[128]

This was ironic in a way because for 30 or 40 years, Quebec had received funds for the maintenance of the Strathcona Trust Awards from the Government.

The Northwest Territories signed a five year agreement on February 27, 1948.[129] Its grants of $265.00 were used for the purpose of promoting the development of schools.[130] Over the years, the Government contributed $1,965 while the Territory contributed a large $164,438.33.[131]

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[127] Minutes of Fourth Meeting, Appendix 2.

[128] Minutes of Fifth Meeting, Appendix J.

[129] Minutes of the Ninth Meeting, Appendix E-8.

[130] See Appendix 5.

[131] See Appendix 6.

This was quite a mis-match. Besides using this money for schools, the territory tried to equip community centres, encourage adult education, adopt handicrafts, provide awards, provide broadcasts and finish visual aids on Physical Fitness.[132]

G. New Brunswick

New Brunswick did not join in the beginning; it joined in 1948. As early as 1945, the Department of Education employed an architect for the purpose of preparing plans.[133] This eventually was changed and in September, 1947, a Physical Education and Recreation Branch, under the Direction of Stanley T. Spicer, was created. It operated partially under a budget provided by the provincial government. Up to this time New Brunswick had been using the Division of Physical Fitness's consultation services.

When it joined in February, 1948, a Division of Physical Education and Recreation was created under the Department of Education.[134] This Division was responsible for promoting, guiding and coordinating physical education and recreation programmes in the schools and communities of

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[132]Letter: Dr. Hugh Keenleyside to Davidson. January 13, 1948, (N.A.R.G. 29, File 214-2-15, Vol. 1).

[133]Minutes of the Fourth Meeting. April 5-9, 1945, App. 2, p. 4.

[134]Minutes of the Ninth Meeting. April 10-13, 1948, App. E-2.

the province. Library and visual aids were also a part of its programme. New Brunswick received $58,215.42 from the Government.[135] The province itself spent $103,564.20 on physical fitness. Its greatest contribution to the province was the hiring of a music supervisor and the making of 52 fitness films. Over 100,000 people witnessed 33 of these films.[136]

H. Nova Scotia

Nova Scotia had entered into agreement in the beginning. A Government committee was organized to carry out the terms of the physical fitness Act. Four areas were to be developed. These were physical education in schools, health education, nutrition and mental health services.[137]

Later, in 1944, a Provincial Advisory Council of Physical Fitness was established.[138] A summer school, beginning with over 200 teachers, was started. In addition, the Advisory Council recommended that a new curriculum be devised based upon physical fitness for all. The Advisory Council worked in consultation with the Department of Health.

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[135] See Appendix 5.

[136] Results of Questionnaire from Kirkpatrick, 1950.

[137] Bulletin #2. NPFA, 1944, p. 11.

[138] Bulletin #3, NPFA, 1944, p. 58.

At the fourth meeting of the Council, Nova Scotia reported that it had decided to develop first a Programme of Physical Education and Nutrition for the schools. A curriculum for the first six grades was to be ready by September, 1945.

William Ross was the member appointed to be on the NCPF but H.A. Noble was chosen as supervisor of Physical Education. The Maritime provinces were the only ones to have a person not on Council running their programme.

In 1948 the Fitness Division of Nova Scotia was revising its elementary curriculum and was also preparing one for Junior High Schools. Noble had begun community recreation programmes because communities were asking for advice. As well, in 1950, he added camping to the overall programme.

Nova Scotia was proud that it had set up a uniform programme for physical education and nutrition education.[139] These two programmes were used in all the schools of the province. Leadership training was considered very important to the Division of Physical Fitness in Nova Scotia. Teachers were now getting adequate training in the schools.

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[139]Results of Questionnaire from Kirkpatrick, 1950.

I. Prince Edward Island

Prince Edward Island joined in 1945 and eventually dropped from the Act in 1952. The reason for this was that it was disappointed with the amount of money it had received. PEI's basic grant was $1,858.50 per year. During its association with the NPFA, the Government contributed a total of $65,794.63[140] to the operation of fitness programmes and it contributed $12,395.74.[141]

A Director of Physical Fitness, Col. Reid, was appointed on October 15, 1945.[142] Throughout its association with the NPFA, Prince Edward Island constantly requested for more money. In 1947, Shaw, the member on the NCPF, said PEI could no longer expand its programme unless more money was available.[143]

Its scheme included leadership training, provisional facilities and equipment, and sport programmes. Later in 1950, community recreation became a prominent part of the programme. Prince Edward Island felt that its programme was very popular. It was receiving many requests and much

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[141] See Appendix 5.

[142] Minutes of the Fifth Meeting of the NPFA. Nov. 28-29, 1945. Appendix G.

[143] Minutes of the Seventh Meetings of the NPFA. February 18-21, 1942, Appendix C-I.

applause. The number of people participating was increasing and there was a decrease in juvenile delinquency because of the fact. Short drama courses were becoming very popular.[144]

Summary

The Council's main responsibility was to make decisions that would be applicable to the provinces. The Division was the working arm of the Council that produced materials for the provinces. The Council was composed of a member from each province. During its existence nineteen Council meetings were held. The Division, after the Act was repealed in 1954, continued to operate. It became a publication source for physical education and sport materials.

Members of the Council constructed a curriculum for universities, did physical fitness testing, established aquatic standards, gave out Scholarships and constructed an Achievement Award for Canada's top athlete. The Division published written materials, started a film and a book library, gathered materials from international

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[144]Results of Questionnaire of Kirkpatrick, 1950.

conferences and played an active role in organizing Canadian physical activity. Both were extremely active in aiding new organizations by acting as the "middle-man". As the Act progressed, the Council failed to do much because of Governmental pressures. Yet the Division grew much stronger and almost, by the repeal, was an organization independent of the Council.

The provinces were generally in favour of the Act but throughout most of the years, Ontario and Quebec failed to join. Ontario eventually joined but Quebec never did make any commitment to the Council. This was firewood for the cause of repeal.

All the provinces, because of the Act, began some kind of physical activity programmes. Before the Act only British Columbia and Alberta were operating physical fitness schemes. A few years after the Act had been in operation all provinces had begun programmes of various kinds. The Act was certainly instrumental in being the major cause for such programmes to occur.

CHAPTER IX

CONCLUSION

The purpose of this thesis was to examine the National Physical Fitness Act and ascertain what accomplishments, if any, were made by the Act. When it came time to dissolve the Act, not a single person or organizaton vigorously defended it. This should give the immediate impression that, since nobody had voiced strong objections over its repeal, it had been a worthless piece of legislation. Most of Canada including the Members of Parliament, were unaware of the difficulties involved in the construction and interpretation of the Act. Most of the indifference was caused by the Government not notifying the provinces that the Act was going to be officially repealed. Most provinces were aware that the Government was phasing out an old piece of legislation and it was also thought that the Government would bring about a new legislative proposal, after its repeal, that would correct some of the former problems. It was never to come and the provinces found themselves, after 1955, paying for their own programmes.

Throughout its years of existence the need for amendments or a new Act was considered many times. This was never to come because of the lack of support by the Government Minister and Deputy Minister. The Council and the Government were constantly battling each other. Both

parties realized that the title was awkward and this caused much misunderstanding because of its narrow connotation. The "physical" connotation was only interpreted by the Government and not by the Council. The legality and interpretation of the Act was bound by the term "physical". In fact, most provincial and local programmes were based on a much wider concept; much to the aversion of the Governments' Department of Justice. Eventually, the Government did agree that the Act should encompass a wider sphere; but without amendments the Act was enforced on its original boundaries. Without any change these boundaries became, in 1954, the major excuse for the cancellation of the Act.

The major drawback of the Act was that there was no definition given to the term "physical fitness". Its interpretation, by the Department of Justice, was very narrow. As a result, the monies available could only be used in certain ways. During the many years of frustration the Council had come up with new titles like "Fitness" or "Fitness and Recreation". The wording of the Act was extremely ambiguous, which left too much open for interpretation. The fact was that this Act, originally intended by MacKenzie to serve only for the exploratory stage, was soon forgotten. The powers and the duties of the Council were not defined by the Department of Justice until 1952. Even then the poor construction of the Act was a major problem. For the Department of Justice showed that the Council had the power to control its own destiny but no powers to ensure

that the Government carried out its monetary decisions.

One of the greatest deficiencies that hampered the Council was the apparent lack of money and its distribution. The funds available under the NPFA were less than those available for the Dominion Provincial Youth Training Programme which was begun during the depression years. The per capita grants were extremely unfair to provinces needing the most help - the Yukon, North West Territories and Prince Edward Island. As well the per capita grants bore no relationship to provincial and local efforts. The Act should not have stated a ceiling, and Parliamentary approval should have been needed for yearly appropriations. Then, something more realistic could have been accomplished immediately. Grants were given directly to the provinces concerned. The provinces were then allowed their own means of distribution. Monies should also have been granted to national organizations which showed no real provincial ties. In addition, there should have been a basic administration grant regardless of the population of the province.

Education and provincial rights were an extremely important problem. The Council in its initial stages decided to use the provincial organization that was agreed upon by the province and the Government. In most cases this was the Department of Education. The Council saw to it that the provinces followed certain agreement rules. It was to these rules that Ontario and Quebec objected and consequently refused to participate. Finally, even Ontario

joined but Quebec, as it had done with other provincial-federal agreements, decided that the Council was a Federal Government organization and that Quebec's provincial autonomy was being infringed upon. Perhaps this was a factor that the Council should have considered more. However, the province made its choice, the Government only agreed with it. If the Council had worked through provincial organizations, other than through education, then Quebec would have joined in 1944.

Although all these disagreements eventually caused the repeal of the Act, one cannot say that the Act was worthless. It was the only piece of legislation in the physical education, recreation and sport area and thus, the most important. Its problems showed Canada that it was involved with a growing and complex area. The fact that many of these problems were recognized were accomplishments in themselves. The author believed that by being a foundation piece of legislation for the Government, it was the building block upon which other pieces of legislation were considered. Two of these were Bill C-131, passed on 1961 and the White paper report, begun in 1970.

The Act at least brought these problems out in the open. Three examples of how parts of the NPFA helped in later discussions can be seen in the Canadian Sport Advisory Council, the Advisory Council related to Bill C-131, and in the National Coaching School proposal. The Canadian Sport Advisory Council was created through the work of the

Council in the early 1950's. The Advisory Council for Bill C-131 was given a specific role as determined by its title and by the composition of its members. The old Council did not really know if it was an advisory or an executive body. Its members were involved with provincial matters and many were public civil servants. This was not a major problem with Bill C-131. The National Coaching School was the first project that all the provinces unanimously supported. This project became possible because of Eisenhardt's 1945 announcement that the Government would co-ordinate for Sport Governing bodies. The project later became a possibility because of the Council's creation of the First National Conference for Sport Governing Bodies. The proposal was rejected by the Government but in 1968, with the Task Force Report, and in 1970, with the White paper report, it became a partial reality.

These were only a few examples that showed how the Council was involved with sport, physical education and recreation. The Council was extremely active with the creation of water safety and water safety awards, fitness testing, youth hostelling, the creation of an arts and crafts area, the development of a book and film library, and International competitions such as the Olympics, Pan-American Games and British Commonwealth Games. It started the first national award for athletics in 1947. Perhaps its most important accomplishment was that the Federal Government adopted sport and recreation under its umbrella. Sport and

recreation became a federally recognized responsibility and not just a provincial responsibility. Sport and recreation were eventually recognized with health, national defense and other federal government responsibilities.

Throughout, the existence of the Act there was a definite change in the concept of physical fitness. At first fitness was thought to just include physical exercise, but, this was soon found to be only one type of fitness. Mental, moral and spiritual fitness were soon to be considered. Eventually the concept of fitness was expanded into cultural areas. Finally the whole spectrum of mental, moral, spiritual and cultural fitness, plus sport recreation and physical education were considered part of "physical fitness". Out of one small term grew an immense concept that even today is threatening to continue to grow. This changing concept reflected the changing interests in society. After the war there was no longer the emphasis on military drill and formal calisthenics that had characterized earlier physical training. Fitness, the general term, began to be recognized as more than just necessary for war. It was becoming a major part of living. The provinces showed this was becoming a reality by including physical education in its school curriculum.

As a result of this changing concept of fitness, the diversity and complexity of physical education became recognized as part of the provincial school system. Through the efforts of the Council and the Division, curriculums

from 1944 were changed in the provincial schools. These curriculums de-emphasized military drill and formal calisthenics and turned to more recreative and game-like activities. The Division and the Council helped in many ways. The publications of the Division were very numerous and most of them were distributed in large quantities, in French and English, to the local provincial schools. In this way they eventually became part of the physical education curriculum. The Council helped by recognizing that trained leaders would soon be needed in physical education. Before these leaders were only trained in summer school programmes. Soon school authorities realized that assigning the physical education programme to an interested but untrained teacher was often necessary but eventually unsatisfactory.

In 1945 the Council, through the work of Plewes and Burridge supplied a proposed new curriculum for universities. The new curriculum was a four year programme that eventually ended in a degree. It was doubtful that this curriculum alone spurred on new programmes but the Council and the Division tried to emphasize the need in the provinces. Degree programmes were begun during the 1940's by the Universities of Toronto, McGill, Queen's, British Columbia, Alberta, Ottawa and Western Ontario. This was a tremendous step forward. The Maritime Provinces were slower to react than the rest of the provinces. New Brunswick eventually adopted a Physical Education Certification Course in 1953.

At first these programmes were mainly for teachers of physical education but soon the importance of leaders for recreation type programmes were also realized. This was indicated by the one month programme held in 1951 at the University of British Columbia.

Probably the most important accomplishment of the NPFA was the avenue provided for the creation of provincial organizations. Before 1944 and the NPFA, only British Columbia and Alberta, in a small way, had any organization operating in the physical fitness, physical education, sport and recreation area. Alberta and British Columbia were, after the NPFA was passed, able to continue their plans. All the other provinces had no one organization that held authority. Saskatchewan and Manitoba passed Physical Fitness Acts for their own provinces. These Acts were created because of the grants available on a matching dollar per dollar basis from the Federal Government. Both Acts were based on the NPFA but had been designed with more initiative and better thought. Nova Scotia, along with Manitoba and Saskatchewan, and even Alberta for awhile, formed Councils on Physical Fitness. These were to provide leadership. The North West Territories did not join the Act until 1947, New Brunswick followed in 1948 and Ontario in 1949. Prince Edward Island had joined with the original provinces and Newfoundland was not a province until 1949. New Brunswick and Ontario had started tentative programmes for physical fitness after the NPFA was passed. Ontario

started its programme in 1945. New Brunswick had started a tentative programme in 1944 when it passed the County Unit and Rural School Assistance Acts. These Acts encouraged the construction of a large well-equipped schools which included physical education facilities such as gymnasiums and large outdoor fields suitable for athletics and games. New Brunswick was typical of what was going on in the other provinces. Quebec was the only province which did not immediately enter into agreement. However, by the repeal of the Act even Quebec was forced to operate a loose programme. Quebec was feeling the pressures of joining from its Members of Parliament. If the amount of money had been drastically increased, even after 1950, then Quebec might have joined.

A loose national network or association of provinces having a common goal and area of interest was created by the operation of the NPFA. As previously mentioned, many of the members of the Council were the heads of their provincial programmes. If they were completely in charge they could have had a heavy influence. Nearly all were provincial civil servants, which in itself would also indicate that at least a communication network had evolved. Prince Edward Island, Ontario, New Brunswick, Saskatchewan, Alberta and British Columbia all had their Departments of Education responsible for the administration of the Act. Certainly, these provinces did not think that the Council and the Act were infringing upon the British North American

Act. Nova Scotia and Manitoba were first administered under the Department of Public Health, as was Prince Edward Island. All three eventually changed their administration to Education Departments. The North West Territories was governed by the Department of Mines and Resources, but it was closely linked to the school. Physical fitness had been one catalyst which had continued to bring physical education into contact with education. Thereafter, it became a permanent part of its programme. The major result was that physical education programmes were governed under the auspices of education departments and, thus, were subjected to education goals and objectives. If physical education programmes were to have evolved under a different control, then its objectives would probably have been more physical in their nature.

If the above were used as a measuring device then the NPFA did accomplish much. For before 1944 little provincial work was involved in the physical education field but after 1954 all provinces had some type of organization to operate a programme. This was a very important step as other organizations grew along side.

The role of organizations also played an important part in the developing of similar interests. CAHPER, the Canadian Sports Advisory Council, National Sports Governing Bodies, Canadian Arts Council, Parks and Recreation Association of Canada and Canadian Federation of Mayors and Municipalities were only a few organizations that grew. The

Council was able to co-ordinate these organizations and help to show common interest areas. Sport, physical education and fitness were becoming a valid area of societal concern.

Ian Eisenhardt was the most important person during the creation of the Act and during its early years. Dr. Doris Plewes was involved with the Act from 1946 onwards. She certainly had a lot to do with the advancement and production of the Division of Physical Fitness. Joe Ross was a unifying force during the existence of the Act. He was involved from the very beginning to the final end. The Governmental official with the most involvement was Davidson. He was involved with the Act as Deputy Minister for most of its existence. Davidson, more so than Martin or Mackenzie, was probably the main reason why no further action was ever taken by the Government to improve the NPFA. His role cannot be over-stressed. Many other individuals were involved but their influence was minimal. Arthur Lamb had been the most influential person from the provincial education realm. Yet this was only true for the earlier stages of the Act and his ideas did not carry very much weight with government officials.

The Division of Fitness continued to operate after the repeal in 1954. This Division was looked upon as being a Governmental organization and, as a result, it was allowed to operate. It continued to publish materials of interest to the provinces. This was its greatest contribution.

Between 1954 and 1962 it continued to be the common link between the Government and the provinces.

Since this thesis was comprised mainly of primary documents it may be advisable to look at some of the external influences that would have affected the operation of the Act.

Certainly, a west-east conflict may have been an important reason for the failure of the Act. Mackenzie and Eisenhardt were both from the West. This may have irritated the Easterners. After Mackenzie left, and finally Eisenhardt, the East may have wanted to allow the Act to fall apart by itself because it was a creation of the West and not the East. Also since Quebec was not involved with the legislation and Ontario did not take part until after Eisenhardt and Mackenzie had departed may also show justification for a possible East-West feud. It was difficult to ascertain if what was passed by the Council, was in actuality, transferred and used by the population at large in the provinces. The province and its involvement could also do with greater inquiry, especially involving curricula.

The connection between the NPFA and Bill C-131 would also seem like a logical avenue of research. Certainly the developers of Bill C-131 learned much from the problems encountered with the NPFA. The Canadian Sports Advisory Council would be the logical place to start such research. This Council was begun during the last years of the NPFA

and continued until Bill C-131 was formed.

Lastly, the role of Dr. Doris Plewes should be investigated more thoroughly. This woman may have played a very important role through her involvement with the Physical Fitness Division. The Division was started during the infancy of the Act. Dr. Doris Plewes joined it in 1946 and was involved throughout the Act. What was more important was the fact that the Division was not discontinued after the Act was repealed in 1954. Dr. Plewes continued to be involved with the Act until her retirement in 1961.

The NPFA by being the first federal and provincial encounter of its kind in Canada paved the way for future physical education, sport and recreation. The Council through its meetings and discussions had made Canadians aware of what was going on provincially, federally and internationally. The Act was the foundation upon which eventual physical education programmes and federal government involvement was constructed. The National Physical Fitness Act became the trial ground for many of the projects that only today have been accepted by Canadians. It can be said that the Council acted in a way that was much in advance of its time.

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APPENDICES

APPENDIX 1

THE NATIONAL PHYSICAL FITNESS ACT

CHAP. 29.

An Act to establish a National Council for the purpose of promoting Physical Fitness.

(Assented to 24th July, 1943).

His Majesty, by and with the advice and consent of the Senate Short Title and House of Commons of Canada, enacts as follows:

1. This Act may be cited as The National Physical Fitness Act.

Definitions

2. In this Act unless the context otherwise requires,

(a) "Council" means the National Council on Physical Fitness; "Council"

(b) "Director" means the National Director of Physical Fitness; "Director"

(c) "Fund" means The National Physical Fitness Fund established by this Act; "Fund"

(d) "Minister" means the Minister of Pensions and National Health. "Minister"

3. (1) There shall be a council to be called the "National Council on Physical Fitness" which shall consist of not less than three members and not more than ten members who shall be appointed by the Governor in Council. Constitution of Council

(2) The members shall hold office for a period of three years, provided that of those first appointed, three members shall be appointed to retire in one year, three members in two years and the remaining members, if any, in three years. Tenure of office of members

(3) Any retiring member shall be eligible for re-appointment. Re-appointment.

(4) Each member shall hold office during good behaviour for the period of his appointment, but may be removed for cause at any time by the Governor in Council. — Removal for cause.

(5) In the event of a casual vacancy occurring in the Council, the Governor in Council may appoint a person to fill such vacancy for the balance of the term of the member replaced. — Filling casual vacancies.

(6) The Governor in Council shall designate one of the members to be the chairman of the Council who shall be known as, and bear the title of "National Director of Physical Fitness. — Chairman.

(7) No member of the Council, with the exception of the Director, shall receive any payment or emolument for his services, but each member shall be entitled to receive and be paid out of the Fund his actual disbursements for expenses necessarily incurred in connection with the discharge of his duties under this Act. — Expenses of members.

(8) The Director shall be paid out of the Fund such annual salary as may be determined by the Governor in Council. — Salary of Director.

(9) The headquarters of the Council shall be at the City of Ottawa, in the province of Ontario, and the Council shall meet at such times and places as the Minister may appoint, but not less than twice yearly, in the said city of Ottawa. — Headquarters of Council.

(10) Such professional, technical and other officers, clerks and employees as may be required for the purposes of this Act shall be appointed or employed in the manner authorized by law. — Employment of staff.

(11) The Council may make rules for regulating its proceedings and the performance of its functions.

Power to make rules.

4. (1) It shall be the duty of the Council to promote the physical fitness of the people of Canada and in the performance of such duty it may

Duties and powers of Council.

(a) assist in the extension of physical education in all educational and other establishments;
(b) encourage, develop and correlate all activities relating to physical development of the people through sports, athletics and other similar pursuits;
(c) train teachers, lecturers and instructors in the principles of physical education and physical fitness;
(d) organize activities designed to promote physical fitness and to provide facilities therefor; and
(e) co-operate with organizations such as indicated in section seven engaged in the development of physical fitness in the amelioration of physical defects through physical exercise.

Idem.

(2) The Council shall carry out such other duties as are required by this Act or regulations made hereunder.

Director as chief executive officer.

5. The Director shall be the chief executive officer of the Council and shall perform such of the duties and exercise such of the powers of the Council as are from time to time imposed upon or delegated to him by the Council and, if authorized by the Council and, if authorized by the Council, he may execute instruments and documents on its behalf.

Powers respecting contracts generally.

6. (1) With the approval of the Minister the Council may enter into contracts and acquire personal property on behalf of His Majesty for the purposes of the Council, but no contract shall be entered into by the Council involving an expenditure in excess of five thousand dollars unless authorized by the Governor in Council.

Real property.

(2) Real property may be acquired on behalf of His Majesty pursuant to this Act with the approval of the Governor in Council.

Power of Minister to make agreement with province to give financial assistance.

7. Where a province establishes an organization for the purpose of co-operating with the Council in carrying out the provisions of this Act, and such province undertakes to develop a plan of physical fitness satisfactory to the Minister, the Minister may, with the approval of the Governor in Council, enter into an agreement covering any period with such province to provide, out of the Fund, financial assistance for the purpose of assisting such province in carrying out such plan, but the amount of such financial assistance in any year shall not exceed a sum which bears the same proportion to the sum of two hundred and twenty-five thousand dollars as the population of such province as shown by the last decennial census, or an amount equal to one-half of the moneys actually expended by such province in carrying out such plan, whichever is the less.

"The National Fitness Fund".

8. There shall be a special account in the Consolidated Revenue Fund to be known as "The National Physical Fitness Fund" to which shall be credited all sums of money which may be appropriated by Parliament for the purposes of this Act, and all sums of money received by way of grant, bequest, donation or otherwise for the purposes of or on behalf of the Council.

Power of Minister of Finance to make disbursements on requisition on Council, 1931, c.27.

9. Notwithstanding the provisions of The Consolidated Revenue and Audit Act, 1931, the Minister of Finance may, subject to the provisions of this Act, make disbursements from the Fund on the requisitions of the Council for the following purposes, or any of them;

(a) the payment of the salaries of all persons appointed or employed under or pursuant to the provisions of this Act;
(b) the payment of all sums of money required by the Council for the carrying out of its duties and the exercise of its powers under this Act, together with all necessary expenses in connection there with;
(c) such other payments as may be authorized by this Act.

Power of Minister to refer matters to council for investigation and report.

10. The Minister may, from time to time, refer to the Council for consideration and advice, such matters relating to the operation of this Act as he thinks fit, and the Council shall investigate and report thereon to the Minister.

Annual and other reports of Council to Minister Administration of Act.

11. The Council shall, on or before the thirtieth day of April in each year, submit a report to the Minister upon all activities of the Council during the last preceeding fiscal year, and shall, whenever so required by the Minister, furnish the Minister with such information and reports as he may require.

12. This Act shall be administered by the Minister of Pensions and National Health.

Report to Parliament.

13. The Minister shall as soon as possible, but not later than three months after the termination of each fiscal year, submit an annual report to Parliament covering the administration of this Act for such fiscal year, and such report shall contain a statement of all amounts paid into or credited to the Fund and all disbursements therefrom and shall include the regulations made under this Act.

Regulations.

14. The Governor in Council may make regulations for the purpose of giving effect to this Act.

Proclamation.

15. This Act shall come into force on a date to be fixed by proclamation of the Governor in Council.

APPENDIX 2

BILL 475

THE HOUSE OF COMMONS OF CANADA.

BILL 475

An Act to repeal the National Physical Fitness Act.

Her Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows: R.S.,c. 190

1. The National Physical Fitness Act, chapter 190 of the Revised Statutes of Canada, 1952, is repealed. Repeal

2. Notwithstanding section 1, the said Act continues in force for the purpose of carrying out and giving effect to any agreement made with a province under Section 7 of the said Act and in effect at the coming into force of this Act. Transitional

APPENDIX 3

MEETINGS OF THE NATIONAL COUNCIL ON PHYSICAL FITNESS

FIRST MEETING	OTTAWA	MAY 23-24, 1944.
SECOND MEETING	OTTAWA	AUGUST 29-30, 1944.
THIRD MEETING	WINNIPEG	NOVEMBER 2-4, 1944.
FOURTH MEETING	VICTORIA	APRIL 5-9, 1945.
FIFTH MEETING	OTTAWA	NOVEMBER 28-30, 1945.
SIXTH MEETING	OTTAWA	OCTOBER 15-18, 1946.
SEVENTH MEETING	OTTAWA	FEBRUARY 18-21, 1947.
EIGHTH MEETING	OTTAWA	SEPTEMBER 16-18, 1947.
NINTH MEETING	MONTREAL	APRIL 10-13, 1948.
TENTH MEETING	OTTAWA	SEPTEMBER 22-24, 1948.
ELEVENTH MEETING	OTTAWA	JANUARY 6-9, 1949.
TWELVETH MEETING	TORONTO	APRIL 26-28, 1949.
THIRTEENTH MEETING	OTTAWA	OCTOBER 18-20, 1949.
FOURTEENTH MEETING	OTTAWA	APRIL 3-5, 1950.
FIFTEENTH MEETING	VICTORIA	SEPTEMBER 28-30, 1950.
SIXTEENTH MEETING	OTTAWA	APRIL 10-12, 1951.
SEVENTEENTH MEETING	TORONTO	SEPTEMBER 12-14, 1951.
EIGHTEENTH MEETING	OTTAWA	APRIL 21-23, 1952.
NINETEENTH MEETING	OTTAWA	DECEMBER 8-10, 1952.

APPENDIX 4

APPOINTMENTS OF MEMBERS OF THE NATIONAL COUNCIL ON PHYSICAL FITNESS

P.E.I. - Dr. L.W. Shaw

- (1) Original appointment for period of 3 years. From 15 Feb. 1944 to 11 Feb. 1946. P.C. 5140 dated 24 July 1945.
- (2) Reappointed for period of 3 years. From 1 Jan. 1947 to 31 Dec. 1949. P.C. 96/645, dated 20 Feb. 1947.
- (3) Reappointed for period of 3 years. From 1 Jan. 1950 to 31 Dec. 1952. P.C. 6453, dated 29 Dec. 1949.

N.S. - Dr. W.C. Ross

- (1) Original appointment for period of 2 years. From 15 Feb. 1944 to 31 Dec. 1945. P.C. 509, dated 15 Feb. 1944.
- (2) Reappointed for period of 3 years. From 1 Jan. 1946 to 31 Dec. 1948. P.C. 197, dated 22 Jan. 1946.
- (3) Reappointed for period of 3 years. From 1 Jan. 1949 to 31 Dec. 1951. P.C. 5893, dated 21 Dec. 1948.
- (4) Dr. W.C. Ross resigned 17 Aug. 1950.

Mr. Hugh A. Noble	-(1) Original appointment for balance of Dr. Ross' term. From 1 Sept. 1950 to 31 Dec. 1951. P.C. 4362, dated 12 Sept. 1950. (2) Reappointed for period of 3 years. From 1 Jan. 1952 to 31 Dec. 1954. P.C. 6121, dated 15 Nov. 1951.
N.B. - Mr. M.H. Brewer	-(1) Original appointment for period of 3 years. From 15 Feb. 1944 to 31 Dec. 1946. P.C. 509, 1394, dated 2 March 1944. (2) Reappointed for period of 3 years. From 1 Jan. 1947 to 31 Dec. 1949. P.C. 1460, date 17 April 1947. (3) Reappointed for a period of 3 years. From 1 Jan. 1950 to 31 Dec. 1952. P.C. 6453, dated 29 Dec. 1949.
Que. - Dr. Jules Gilbert	-(1) Original appointment for period of 1 year. From 15 Feb. 1944 to 31 Dec. 1944. P.C. 509, dated 15 Feb. 1944. (2) Reappointed for period of 3 years. From 1 Jan. 1945 to 31 Dec. 1947. P.C. 5140, dated 24 Jul, 1945. (3) Resigned 1 Feb. 1947. Approach made in Feb. 1947 - no action.

Ont. - Mr. A.A. Burridge	-(1)	Original appointment for period of 1 year. From 15 Feb. 1944 to 31 Dec. 1944. P.C. 509, dated 15 Feb. 1944.
	(2)	Lapsed. Approach made in Dec. 1944 - no action.
Mr. C.N. Hendry	(1)	Original appointment for period of 3 years. From 1 Sept. 1947 to 31 August 1950. P.C. 2925, dated 31 Jul. 1947.
	(2)	Resigned 1 Apr. 1949.
Mr. E.C. Cross	(1)	Original appointment for balance of Mr. Hendry's term. From 1 April 1949 to 31 Aug. 1950. P.C. 1957, dated 26 April 1949. Died Feb. 2, 1950.
Mr. J.K. Tett	(1)	Original appointment for balance of Mr. Cross' term. From 1 March 1950 to 31 Aug. 1950.
	(2)	Reappointed for period of 3 years. From 1 Sept. 1950 to 31 Aug. 1953. P.C. 3787, dated 7 Aug. 1950.
	(3)	Resigned 29 Dec., 1952.
Man. - Mr. R. Wray Youmans	(1)	Original appointment for period of 3 years. From 15 Feb. 1944 to 31 Dec. 1946. P.C. 509, dated 15 Feb. 1944.
	(2)	Appointment revoked Nov. 15, 1945 due to the return of H.M. Devenney from overseas. P.C. 6942, dated 15 Nov. 1945.

Mr. H.M. Devenney	(1) Original appointment for period of 1 year. From 15 Nov. 1945 to 31 Dec. 1946. P.C. 6942, dated 15 Nov. 1945. (2) Reappointed for period of 3 years. From 1 Jan. 1947 to 31 Dec. 1949. P.C. 97/645, dated 20 Feb. 1947. (3) Reappointed for period of 3 years. From 1 Jan. 1950 to 31 Dec. 1952. P.C. 6453, dated 29 Dec. 1949.
Sask. - Mr. W.A. Wellband	-(1) Original appointment for period of 1 year. From 15 Feb. 1944 to 31 Dec. 1944. (2) Reappointed for period of 3 years. From 1 Jan. 1945 to 31 Dec. 1947. P.C. 5140, dated 24 July 1945. (3) Resigned 1 April 1947.
Dr. J.B. Kirkpatrick	(1) Original appointment for period of 9 months. From 1 April 1947 to 31 Dec. 1947. P.C. 2027, dated 13 June 1947. (2) Reappointed for period of 3 years. Jan. 1, 1948 to 31 Dec. 1950. P.C. 1019, dated 11 March 1948. (3) Member at large since 31 Aug. 1948. (4) Resigned 10 Feb. 1950.

Mr. E.W. Stinson

(1) Original appointment for period of 3 years.
From Sept. 1, 1948 to 31 Aug. 1951.
P.C. 4031, dated 9 Sept. 1948.

(2) Reappointed for period of 3 years.
From Sept. 1, 1951 to Aug. 31, 1954.
P.C. 3345, dated June 26, 1951.

Alta. - Mr. J.H. Ross

-(1) Original appointment for period of 2 years.
From 15 Feb. 1944 to 31 Dec. 1945.
P.C. 509, dated Feb. 1944.

(2) Reappointed for period of 3 years.
From 1 Jan. 1946 to 31 Dec. 1948.
P.C. 1376 dated 9 April 1946.

(3) Reappointed for period of 3 years.
From 1 Jan. 1949 to 31 Dec. 1951.
P.C. 5892, dated 21 Dec. 1948.

(4) Reappointed for a period of 3 years.
From 1 Jan. 1952 to 31 Dec. 1951.
P.C. 6516, dated 4 Dec. 1951.

B.C. - Mr. Jerry Mathison

-(1) Original appointment for period of 2 years.
From 15 Feb. 1944 to 31 Dec. 1945.
P.C. 509, dated 15 Feb. 1944.

(2) Reappointed for period of 3 years.
From 1 Jan. 1946 to 31 Dec. 1948.
P.C. 1376, dated 9 April 1946.

(3) Resigned May 20, 1947.

Mr. E. Lee

(1) Original appointment for period 1½ year.
From 1 July 1947 to 31 Dec. 1948.
P.C. 2486, dated 24 June 1947.

(2) Reappointed for period of 3 years.
From 1 Jan. 1949 to 31 Dec. 1951.
P.C. 5894, dated 21 Dec. 1948.

(3) Appointed National Director, effective 1 Oct. 1949.
P.C. 89/444, dated 1 Sept. 1949.
Appointment as member for B.C. revoked as of 1 Oct. 1949.

(4) Resigned 1 Jan. 1951.

APPENDIX 5

SUMMARY OF FINANCIAL ASSISTANCE TO PROVINCES

Province	Population 1951 Census	Amount of grant (b) available	Payment of Grants According to Fiscal Year				
			1944-45	1945-46	1946-47	1947-48	1948-49
P.E.I.	98,420	1,630.00	.....	.....	774.49* 1,861.00 2,409.40*	.....	2,323.75* 1,861.00
N.S.	642,584	10,641.25	7,418.43	6,747.50	10,077.08	8,645.40	14,001.98
N.B.	515,697	8,540.00	.....	.....	.....	2,186.86	6,280.65
P.Q.	4,055,681	67,163.25	Did Not Participate				
ONT.	4,597,542	76,136.50	.....				
MAN.	776,541	12,859.75	.....	2,092.44*	7,484.92*	7,933.66*	5,997.84*
SASK.	831,728	13,773.50	.....	17,044.65*		17,545.75*	17,520.75
ALTA.	939,501	15,558.50	.....	15,088.76* 7,981.77	15,515.61	19,488.12	14,671.79
B.C.	1,165,210	19,296.25	16,015.75	.....	16,015.75 16,015.75	16,015.75	15,993.00
N.W.T.	16,004	265.00	.....			234.00	234.00
YUKON	9,096	150.75	Did Not Participate				
NFLD.	361,416	5,985.25	Did Not Participate				
TOTALS	14,009,429	232,000.00	28,434.18	49,555.12	87,699.75	89,635.29	78,884.76

	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55	1944-55
P.E.I.	1,858.50	1,858.50	1,858.50	.....	.....	.....	12,395.74
N.S.	11,426.92	10,415.36	9,260.69	10,940.57	10,641.25	10,641.25	112,665.83
N.B.	8,943.75	6,771.84	8,412.32	8,540.00	8,540.00	8,540.00	58,215.42
P.Q.	.....	.....	.....	.....	.....	.....	.....
ONT.	.....	74,063.25*	74,063.25*	74,063.25*	76,136.50*	76,136.50*	450,599.25
MAN.	7,237.93	8,250.97*	9,573.45*	13,125.96*	12,859.75*	12,859.75	100,876.12
SASK.	17,520.75	17,520.75	17,520.75	13,773.50	12,859.75 13,773.50	3,443.37[c] 13,773.50	184,528.77
ALTA.	16,463.71	15,567.75	15,567.75	15,558.50	15,558.50	15,558.50	167,020.76
B.C.	15,993.00	15,993.00	15,993.00	19,296.25	19,296.75	19,296.75	185,923.75
N.W.T.	234.00	234.00	.....	234.00*	265.00* 265.00	265.00	1,965.00
YUKON	.....	.....	.....	.....	.....	.....	.....
NFLD.	.....	.....	.....	.....	.....	.....	.....
Totals	79,678.56	150,675.42	152,249.71	155,532.03	170,195.50	236,650.62	1,274,190.94

*Payment for claim of previous fiscal year

[c]As agreements were renewed, the periods of agreement were changed to coincide with the fiscal year.

APPENDIX 6

SUMMARY OF PROVINCIAL EXPENDITURES,

EXCLUSIVE OF FEDERAL FITNESS GRANTS PER FISCAL YEAR.

Province	1944-45	1945-46	1946-47	1947-48	1948-49
P.E.I.	$ --	$ 774.49	$ 1,861.00	$11,052.03	$18,125.73
N.S.	7,418.43	9,156.90	10,077.08	22,847.13	16,225.97
N.B.	--	--	--	4,373.71	6,280.63
Ont.	--	--	--	--	--
Man.	7,217.23	7,535.34	8,318.87	6,342.38	7,766.96
Sask.	17,044.64	37,212.93	39,960.82	56,901.96	30,999.29
Alta.	16,840.62	23,132.42	26,072.40	57,374.70	16,185.70
B.C.	34,816.70	47,630.57	55,523.03	74,916.67	86,185.35
N.W.T.	--	--	--	21,000.00	24,766.00

	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55	Total 1944-1955
P.E.I.	8,141.48	11,166.50	14,673.40	--	--	--	65,794.63
N.S.	22,836.69	12,636.61	9,047.15	13,957.19	19,060.02	21,007.87	164,271.04
N.B.	11,963.39	9,488.21	22,149.22	16,308.30	14,802.85	18,197.89	103,564.20
Ont.	408,088.50	464,468.79	301,840.59	520,485.64	539,510.34	608,658.70	2,843,052.56
Man.	8,810.77	12,237.97	13,639.46	15,331.02	15,331.02	18,140.25	120,671.27
Sask.	29,211.83	29,293.29	38,307.75	45,840.22	54,675.06	64,874.62	444,322.41
Alta.	27,224.80	27,832.15	42,531.67	29,128.48	35,953.78	29,340.79	331,617.51
B.C.	107,511.63	105,607.80	115,720.82	125,819.41	67,503.49	71,350.08	892,585.55
N.W.T.	11,977.05	13,316.00	23,003.67	29,000.94	35,836.88	5,537.79	164,438.33
						Total:	5,130,317.50

APPENDIX 7

COUNCIL AND DIVISION EXPENSES

YEAR	DOLLARS
1943-44	853.40
1944-45	18,717.69
1945-46	31,524.45
1946-47	27,489.24
1947-48	31,938.33
1948-49	54,004.15
1949-50	59,963.29
1950-51	70,011.87
1051-52	76,723.39
1052-53	72,692.77
1053-54	58,516.50
1054-55	45,250.49
Total	547,686.57

APPENDIX 8

DISTRIBUTION OF PRINTED MATERIALS BY THE DIVISION

YEAR	TOTAL
1946-47	25,000
1947-48	101,252
1948-49	175,782
1949-50	207,265
1951-52	133,693
1952-53	93,078
1953-54	124,220
Total	860,290

APPENDIX 9

PROVINCIAL AGREEMENTS UNDER THE NATIONAL PHYSICAL FITNESS ACT

PROVINCE	DATE SIGNED	DATE RATIFIED	P.C. NUMBER	NO.OF YEARS	PERIOD OF AGREEMENT
NFLD.					
P.E.I.	Jan. 3/44	June 30/44	4902	2	Jan. 1/44-Dec. 31/45
	Jan.23/46	Mar. 15/46	960	1	Jan. 1/45-Dec. 31/46
	Feb.11/47	Mar. 27/47	1099	1¼	Jan. 1/47-Mar. 31/48
	Feb. 6/48	Mar. 23/48	1201	1	Apr. 1/48-Mar. 31/49
	Mar. 7/49	Mar. 22/49	1326	1	Apr. 1/49-Mar. 31/50
	May 4/50	May 30/50	2642	1	Apr. 1/50-Mar. 31/51
	Feb.21/51	Mar. 21/51	1330	1	Apr. 1/51-Mar. 31/52
N.S.	Jan.19/44	Jun. 30/44	4902	5	Jan. 1/44-Dec. 31/48
	Nov.14/48	Feb. 1/49	458	1¼	Jan. 1/49-Mar. 31/50
	Feb.25/50	Mar. 14/50	1274	1	Apr. 1/50-Mar. 31/51
	Mar.30/51	Apr. 18/51	1930	1	Apr. 1/51-Mar. 31/52
	Mar. 6/52	Mar. 18/52	1524	1	Apr. 1/52-Mar. 31/53
	Mar.27/53	Apr. 17/53	1953-588	1	Apr. 1/53-Mar. 31/54
N.B.	Feb. 3/48	Feb. 6/48	458	5	Apr. 1/47-Mar. 31/54
	Mar.12/52	Mar. 25/52	1729	1	Apr. 1/52-Mar. 31/53
	Mar.23/53	Apr. 2/53	1953-512	1	Apr. 1/53-Mar. 31/54

QUE.	Apr. 4/49	Apr. 12/49	1800	1	Apr. 1/49- Mar. 31/50
	Mar.18/50	Apr. 25/50	2086	1	Apr. 1/50- Mar. 31/51
	Feb.16/51	Mar. 21/51	1329	1	Apr. 1/51- Mar. 31/52
	Mar.24/52	Apr. 4/52	1982	1	Apr. 1/52- Mar. 31/53
	Mar.21/53	Apr. 2/53	1953-513	1	Apr. 1/53- Mar. 31/54
MAN.	May 1/44	Jul. 24/44	5743	3	May 1/44- Apr. 30/47
		Mar. 27/47	1100	11/12	May 1/47- Mar. 31/48
	Mar.31/48	Apr. 13/48	1568	1	Apr. 1/48- Mar. 31/49
	Mar. 4/49	Mar. 15/49	1216	1	Apr. 1/49- Mar. 31/50
	Mar.21/50	Apr. 25/50	2085	1	Apr. 1/50- Mar. 31/51
	Mar. 7/51	Mar. 28/51	1534	1	Apr. 1/51- Mar. 31/52
	May 1/52	May 6/52	2650	1	Apr. 1/52- Mar. 31/53
	Apr. 7/53	Apr. 23/53	1953-629	1	Apr. 1/53- Mar. 31/54
SASK.	Jan. 7/44	Jun. 30/44	4902	10	Jan. 1/44- Dec. 31/53
	Jan.27/54	Feb. 25/54	1954-275	3 ms.	Jan. 1/54- Mar. 31/54
ALTA.	Dec.29/43	Jun. 30/44	4902	1	Jan. 1/44- Dec. 31/44
	Nov. 9/45	Nov. 23/45	6951	1	Jan. 1/45- Dec. 31/45
	Jan. 7/46	Jan. 22/46	198	1	Jan. 1/46- Dec. 31/46
	Apr.17/47	May 27/47	2076	1¼	Jan. 1/47- Mar. 31/48
	Mar.31/48	Apr. 29/48	1906	3	Apr. 1/48- Mar. 31/51
	Mar. 7/51	Mar. 28/51	1535	1	Apr. 1/51- Mar. 31/52
	Apr. 8/52	Apr. 25/52	2406	1	Apr. 1/52- Mar. 31/53
	Mar.31/53	Apr. 17/53	1953-589	1	Apr. 1/53- Mar. 31/54

B.C.	Mar.29/44	Jun. 30/44	4902	2	Apr. 1/44-Mar. 31/46
	Apr. 1/46	Jun. 11/46	2256	1	Apr. 1/46-Mar. 31/47
	Feb. /47	Mar. 27/47	1101	1	Apr. 1/47-Mar. 31/48
	Mar.16/48	Mar. 23/48	1202	1	Apr. 1/48-Mar. 31/49
	Feb. 7/49	Feb. 8/49	505	1	Apr. 1/49-Mar. 31/50
	Feb.20/50	Mar. 7/50	1146	1	Apr. 1/50-Mar. 31/51
	Feb. 7/51	Mar. 1/51	972	1	Apr. 1/51-Mar. 31/52
	Apr. 1/52	Apr. 25/52	2407	1	Apr. 1/52-Mar. 31/53
	Mar. 3/53	Mar. 26/53	1953-445	1	Apr. 1/53-Mar. 31/54
N.W.T.	Dec.27/47	Jan. 13/48	91	5	Apr. 1/47-Mar. 31/52
	Mar.12/52	Mar. 25/52	1728	1	Apr. 1/52-Mar. 31/53
	Feb.27/53	Mar. 19/53	1953-394	1	Apr. 1/53-Mar. 31/54